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(INDIAN STATUTORY COMMISSION)

VOLUME XIII

MEMORANDUM

SUBMITTED BY THE GOVERNMENT OF

The CENTRAL PROVINCES

TO THE INDIAN STATUTORY
COMMISSION



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MINUTE BY THE HON'BLE MR. E. RAGHAVENDRA RAO.

The memoranda which have been prepared by the Governor in Council are now sent to me for any remarks I may wish to offer prior to their submission to the Government of India. Whilst accepting the obligation imposed upon the Ministers by the Government of India Act and rules thereunder to furnish information called for by the Government of India, I feel bound by the resolution passed in the Legislative Council on January 20th, 1928, in my relations with the Statutory Commission. In the circumstances I do not wish to offer any remarks on the memoranda.

E. RAGHAVENDRA RAO,

Minister.

The 4th September 1928.

Memorandum on the working of the Reformed Government in the Central Provinces and Berar.

PART I.—INTRODUCTORY.

Physical features of the province.—A General description of the Central Provinces and Berar must necessarily commence with its physical features and geographical position as these have always been factors of primary importance in its history. In the north-west of the province the districts of Damoh and Saugor lie on the Vindhyan Plateau with a general elevation of 1,500 to 3,000 feet. South of this plateau is the long and narrow valley of the Nerbudda, which is bounded on the south by the long line of the Satpura hills stretching right across the province from east to west and forming, as it were, its backbone. The greater part of these hills consists of a plateau with a general elevation of 2,000 feet, but with peaks rising to 4,000 feet. Steep slopes lead up to the summit of the plateau from the plain country on the north and south, and these are traversed in all directions by narrow forest clad ravines which help to make this line of hills a natural barrier between the north and south of the province. South of the Satpuras lie two large belts of plain country, the Berar and Nagpur plain on the west, and separated from it by an area of broken hilly country, the plain of Chhattisgarh. One the south of the Berar plain rise the Ajanta hills, a plateau averaging 1,500 to 2,000 feet above sea level, possessing characteristics not dissimilar to the Berar plain, and forming the southern half of the Berar Division. East of this and south of the Nagpur and Chhattisgarh plains is an expanse of hill and jungle extending along the whole of the southern boundary of the province, and comprising one of the wildest and least known tracts in the peninsula.

The province is entirely land-locked and contains no navigable rivers. The greater part of its outer boundary either marches with Indian States, or is itself composed of the Feudatory States of the province. Contract between the British territory in the province and adjoining provinces is confined to an insignificant portion of the United Provinces on the north, a part of Bihar and Orissa on the east, and the Bombay Presidency on the west. It is only with the last named that any considerable contact and intercourse are established.

2. Early history.—The earlier history of the province is most affected by the Satpura range which turned the streams of Aryan, and later of Mogul invaders along the Nerbudda Valley and so through the Burhanpur Asirgarh gap on the extreme west of the province. Only Berar, the Saugor territories and the Nerbudda Valley played any considerable part in the history of India prior to the Maratha period. Of them the rich plain of Berar came under Muhammadan influence, and developed its individuality still more from 1724 onwards when it became a part of the virtually independent Hyderabad State. The Satpuras themselves and the greater part of the Nagpur country remained the stronghold of the Gonds and other aboriginal tribes, whilst Chhattisgarh on the east of the province had a separate history, in which the original inhabitants owing to the wildness of the country largely held their own, but were overrun and fell under the dominance of Hindustani invaders, who remained as overlords but were not sufficiently numerous or powerful to displace the indigenous element. The advent of the Marathas at the beginning of the 18th century first affected Berar which for nearly a century was the bone of contention between them and the Hyderabad rulers. From there they spread eastwards to found the Nagpur kingdom, whilst a separate line established itself in the Saugor territories in the north. The Nagpur kingdom under

the Bhonsla dynasty had by the end of the 18th century obtained control over practically the whole of the existing province. British succession to that territory commenced in 1817 when the British Resident at Nagpur was attacked by the Nagpur Chief who, on defeat, was compelled to surrender the Nerbudda Valley territories and his rights in Berar, and two of the present Central Provinces Feudatory States. Berar was restored to Hyderabad, but to the Nerbudda territory were added the Satpura districts and the Saugor and Damoh territories wrested from the Peshwa, and the whole, representing the northern half of the present province, brought under British rule by 1820 under the administration of an Agent to the Governor General. The rest of the province passed under British rule by lapse in 1853 on the death of the last Bhonsla without direct heirs. In the same year certain districts of the Hyderabad State, known as the Berar districts, were assigned to the British Government for the maintenance of the Hyderabad contingent. These, after certain exchanges and alterations of boundary, form the Berar of today.

3. Population.—It will be convenient here to summarize the effect of these struggles for dominance on the population of the province. The Marathas, although their suzerainty extended over the whole of the province, have left a permanent mark on the Berar and Nagpur territory only. In the whole of Berar and the greater part of the five districts which constitute the revenue division of Nagpur, Marathi is the dominant language. In the remaining fourteen districts of the province, Hindi prevails as the *lingua franca*, but has not ousted the languages of the aboriginal residents of whom the most important are the Gonds. These tribes are fond scattered throughout the province but have survived in the greatest numbers in the hilly forest tracts such as the Satpuras and on the south and south-east of the province. The 1921 Census Report shows Hindi as spoken by 56 per cent of the population, Marathi by 31 per cent and Gondi by 7 per cent. Of the Hindi language there are at least two important dialects, of which Chhattisgarhi is distinctive and prevails throughout the south-east of the province.

Out of the total population for the province of 16 million—

Hindus account for 13,131,802 or 82 per cent.

Animists account for 2,114,046 or 13 per cent.

Muhammadans account for 582,032 or 3 per cent.

Animists represent almost entirely the aboriginal population.

In view of the various problems arising from the lack of education in the electorate, resulting in the evolution of an oligarchy of the upper castes, and the political suppression of the depressed classes and aboriginal tribes, the following figures of numbers and literacy of some of the more important castes of the province are relevant. For convenience the representation which each caste enjoys on the Legislative Council is shown here although the matter is one dealt with more fully in Part III of this memorandum.

Name of caste.	Total number in province.	Percentage of population of province.	Literate per cent.	Percentage of non-official members of Council.
I.—Brahmin
Kajpet	...	457,377	2.9	23.6
Bamin	...	455,422	2.8	7.5
Vidar	...	204,500	1.3	24.5
Kayastha	...	13,998	0.1	21.8
II.—Akhir	...	34,330	0.2	30.4
Mali	...	410,228	2.6	1.7
Lodhi	...	357,859	2.2	3.5
Teli	...	297,612	1.9	3.2
III.—Maratha and Kumbi	...	890,241	5.6	3.1
IV.—Gond	...	1,443,857	9.0	4.6
V.—Chamar	...	2,109,583	13.1	0.5
Mohar	...	881,674	5.6	0.4
VI.—Muhammadan	...	1,170,737	7.3	1.4
	...	582,032	3.6	11.4
				12.7

Of the six divisions noted above the first contains the more important of the higher castes. The second and third comprise the most numerous of the lower Hindu castes, the second being chiefly Hindi-speaking and the third Marathi-speaking. It is the concentration of the latter in one part of the province which gives them a political solidarity and weight out of all proportion to the more scattered Hindi-speaking castes. The fourth division represents the most important of the aboriginal tribes, and the fifth the two most important of the depressed classes or untouchables. Of these, the Chamars are largely Hindi-speaking, most numerous in Chhattisgarh, and the Mahars Marathi-speaking. The Muhammadans are, for the historical reasons given, most numerous in Berar.

4. **Political Divisions.**—Politically the province is divided into three parts :—

	Area in sq. miles.	Population.	Density per sq. mile.
(1) British territory ...	82,109	10,837,444	132
(2) Feudatory States ...	31,176	2,056,900	66
(3) Berar ...	17,767	3,075,316	173

The population is densest in Berar. Excluding the Melghat taluq, an area of 1,557 square miles comprising the western end of the Satpura range and largely inhabited by aboriginals, the density nowhere falls below 126 per square mile. In the Central Provinces British territory there are wide variations. The rural population is densest in the open Chhattisgarh plain, where it averages as high as 250 per square mile over a whole tahsil. An average of 200 per square mile is barely reached in the richest tracts of the Nerbudda Valley and the Nagpur plain country, and is only exceeded over one whole tahsil through the additional weight thrown into the scale by the town of Nagpur. The four Satpura districts are all thinly populated, ranging from 117 per square mile in the Chhindwara district to 76 in the Mandla district. On the south and south-east of the province, previously referred to as one of the wildest and least-known tracts in the peninsula, the density is naturally lowest. As these tracts border upon the more open and closely-populated plains, with which they were grouped in the census operations, separate statistics are not available for the most part to show the sparseness of their population. It may, however, be judged from the return of 20 per square mile at the last census of the Sironcha tahsil in the south of the Chanda district, and the figure of 36 per square mile for Baster, a Feudatory State, with similar geographical characteristics.

The distribution of population in the Feudatory State will be described later in connection with the administration of these States.

5. **Urban population.**—Similar inequalities in urban population distinguish the different parts of the province. Only two towns, Nagpur and Jubbulpore, have a population exceeding 100,000. Distribution by revenue divisions is as follows :—

Name of division.	Area of division.	Number of towns exceeding 5,000 population.	Population.
Berar ...	17,767	44	446,309
Nagpur ...	22,760	24	382,890
Chhattisgarh ...	22,050	8	111,841
Jubbulpore ...	18,965	11	237,570
Nerbudda ...	18,334	14	154,324

The great superiority of the Berar and Nagpur Divisions is partly a natural result of the greater average fertility of the area, but is also attributable to the fact that their staple product cotton requires a certain concentration of the population for the business of ginning and pressing, and fosters the location of cotton mills with the same result. Wheat and rice, which are the staple products of the remaining divisions, are exported exactly as they arrive from the rural areas and do not even need a large local market.

An interesting comparison may be made between the Marathi and Hindi districts—

—				Number of town.	Population.
8 Marathi districts	...	...	...	67	821,899
14 Hindi districts	...	...	...	34	521,035

6. **Economic features.**—The principal economic features of the province may be briefly reviewed. Out of the total area of 99,876 square miles contained in the Central Provinces British territory and Berar an area of 19,677 square miles, or approximately one-fifth, is under Government Reserved Forest, and an area of 47,665 square miles is included in cultivator's holdings, leaving a total of 32,534 square miles under roads, buildings, streams, waste and unreserved or proprietary forest, etc. Over 10 million persons, or roughly two-thirds of the total population, are engaged in agriculture against 1,300,000 engaged in industry and a mere 38,000 in mining and quarrying. The principal crops grown are—

				Acres.
Cotton	..	...	5½	million.
Wheat	...	...	3½	"
Rice	...	...	5½	"

The value of the three crops follows this order, and the wealth of each tract is, therefore, proportionate to the extent to which each crop predominates. Roughly the staple product of the Marathi country is cotton of Chhattisgarh rice, and of the north of the province wheat. On the poorest soils, more especially in the Satpura districts, the lesser millets furnish a meagre livelihood. The difference in the standard of living between the Maratha country and Chhattisgarh may be judged from the fact that although cotton is economically a considerably more valuable crop than rice the pressure of population per square mile of cropped land in the cotton tract is barely half that in the rice tract.

7. **The Mining Industry.**—The mining industry is almost entirely confined to the Central Provinces proper, Berar making a negligible contribution to coal mining only. Coal and manganese are the two most important branches of the industry as will be seen from the following table:—

—				Area under lease.	Persons employed.
Manganese	...	...	...	Acres.	
Coal	...	...	...	24,600	25,148
Other minerals	...	...	...	38,270	8,101
	...	...	...	7,730	5,405
Total				70,600	38,654

Central Provinces coal is inferior in quality to Bengal coal, and only competes with it through its geographical position over a limited area. Central Provinces manganese on the other hand is of high quality and contributes materially to the world supply. The bulk of the deposits are found in the Nagpur and Balaghat districts.

8. **Industries.**—The only industry of any importance is the textile industry, which employs over 400,000 of the population, and even in this are included a number of unorganized village industries. There are altogether 10 cotton mills and 700 ginning and pressing factories, almost all concentrated in the Berar and Nagpur Divisions. There are no arts or crafts of anything but local interest or importance.

9. **Communications.**—In 1861, when the Central Provinces were constituted a separate province under a Chief Commissioner, there were no railways and practically no made roads in the province. Within two years the railway line from Bombay had entered Berar, which thus received the first stimulus to the expansion of its cotton cultivation which the American Civil War made so profitable. The Bombay-Calcutta main line passing through the Berar, Nagpur and Chhattisgarh plains and another main line passing through Jubbulpore and the Nerbudda Valley opened up and developed those tracts rapidly. But it was not till after 1900 that the Satpura and other narrow gauge railways were constructed to open up the plateau districts and provide communication between the north and south of the province. Within the province, almost the whole of the Mandla district and large tracts of Chhattisgarh and South Chanda, are completely lacking in railway communications. Connection with the rest of India on the north, east and west has long been complete and satisfactory, but connection with the south has been entirely absent. Bombay and Calcutta are, therefore, the only ports which serve the province. The recent opening of a through line to Madras and the construction of the Raipur-Vizianagram railway now proceeding should result in a new orientation of trade communications for part, at least, of the province.

The total length of metalled roads in the province is 4,674 miles, and of other made roads 3,770 miles. Administrative combined with other reasons have linked almost all tahsil headquarters by metalled roads with their district headquarters or with a railway. Elsewhere communications have been developed largely in relation to the wealth of each tract. The mileage of metalled roads by revenue divisions shows considerable variations in consequence—

Name of division.	Length of metalled roads.	
	Total.	Per 100 sq. miles.
Berar	1,161	6.54
Nagpur	1,131	4.97
Chhattisgarh	490	2.22
Jubbulpore	937	4.94
Nerbudda	955	5.21

10. **Land Revenue System.**—The land revenue systems of the Central Provinces and Berar differ greatly. In the Central Provinces proprietary right has been alienated, the unit of assessment is the village, and Government revenue is recovered from the proprietor of the village who in turn collects rents from tenants. In Berar proprietary right has not been alienated, the unit of assessment is the field, and Government revenue is recovered direct from the occupant through the agency of village officers. In each part of the province there are, however, exceptions. In the Central Provinces individual holders of land exist in proprietary villages, liable to pay revenue to Government and not rent to the proprietor; and Government has given out much land direct to occupants on conditions resembling those prevailing in Berar. In Berar whole villages have been granted in proprietary right either since British administration or by the original rulers of Hyderabad. The percentage of land owned by each class is—

	Tenure.	Acres.	Percentages.
<i>Central Provinces.</i>			
1. Proprietary villages	Proprietors' own occupation	4,170,600	18.1
	Tenants	17,033,333	73.9
	Plot owners	744,296	3.2
2. Government villages	Plot owners or ryots	1,108,045	4.8
	Plot owners or ryots	7,253,565	88.5
<i>Berar.</i>	Proprietors	943,540	11.5

The tenants in the Central Provinces proprietary villages shown above are protected by a Tenancy Act. Tenants in one class of Berar proprietary village are protected by a Tenancy Law, but their number is negligible. Tenants-at-will are not shown in the above figures. The percentage of land leased to tenants-at-will in the four Central Provinces revenue divisions is—

Nagpur	...	... 26 per cent.
Chhattisgarh	...	... 6 per cent.
Jubbulpore	...	... 13 per cent.
Nerbudda	...	... 21 per cent.

For Berar no accurate statistics are compiled but in four of the twenty-two tahsils, the percentage is known to vary between 11 and 19 per cent. Precise conclusions cannot be drawn from these figures but, in general, it may be said that the extent of subletting turns on two factors—the wealth of the tract and the scarcity of labour. The holding of land as a sub-tenant is no qualification for the franchise. The essential difference between the Central Provinces and the Berar land revenue systems is that in the former there are contractual relations of various kinds between proprietors and tenants resulting in a divergence of interests and at the same time inopportunities for domination of one over the other; whilst in Berar the holder of land is, so far his land and rights are concerned, independent. In only one of the four Berar districts are proprietors sufficiently numerous to have, as such, any collective political importance.

11. **Special administrative features.**—It has already been noted that the province is composed politically of three parts, British territory, Berar and the Feudatory States. The British territory was brought under a Chief Commissioner in 1861. The Berar districts were first assigned by the Nizam of Hyderabad in 1853 for the payment of the Hyderabad contingent maintained by the British Government. In 1860 there was some exchange and alteration of territory which left Berar territorially as it is today. But until 1903 it was administered as a separate unit by the Resident at Hyderabad. In 1902 the indefinite assignment of this territory was converted by treaty into a definite and perpetual lease to the British Government, and the administration of Berar was then transferred to the Chief Commissioner of the Central Provinces. Constitutionally it is not a part of British India. Laws are applied to it by orders of the Governor General in Council in exercise of the powers conferred by the Indian (Foreign Jurisdiction) Order in Council, 1902. The ordinary civil and criminal law is the same as in British India, and the assimilation of its other law has slowly proceeded. The Revenue Law, however, is and must remain peculiar to Berar and in applying other laws, such as, for instance, those governing local bodies, alterations to suit local conditions may be made. Berar elects 17 out of 55 non-official members of the Provincial Legislature, and the constitutional difficulty is got over by nomination of the members so elected under section 72-A, proviso (c), of the Government of India Act. These members form the nucleus of the Berar Legislative Committee described in Part IX of this memorandum.

12. At the time of amalgamation with the Central Provinces in 1903, Berar had separate executive, judicial and police services recruited *ad hoc*. No further recruitment to these services took place and vacancies were filled from the Central Provinces cadres. It was not till 1904 that members of the Berar services were appointed to posts in the Central Provinces, and amalgamation of the services was not finally effected until 1905. Even then members of the Berar services were usually employed in Berar. In consequence the provincial administration has, until the last decade, been charged, at times, with unfamiliarity with the problems peculiar to this part of the province.

The revenues of Berar are allocated to the Central Provinces local Government under Devolution Rule 14 (2), subject to responsibility and safeguards for the proper administration of Berar. The subjects of Berar revenue and expenditure and legislation affecting Berar are discussed in detail elsewhere in this memorandum.

13. **Excluded areas.**—The following areas in the province have been declared backward tracts under section 52-A (2) of the Government of India Act :—

- (1) The Sironcha tahsil of the Chanda district ;
- (2) The scheduled districts specified in Part VI of the First Schedule to the Scheduled Districts Act, 1874 ;
- (3) Eight zamindari estates of the Chhattisgarh Division.

The Melghat taluq of the Amraoti district in Berar is similarly excluded, but not being British territory, does not require notification under section 52-A (2) of the Government of India Act.

The Mandla district, with an area of 5,057 square miles, was originally declared a backward tract, but was given the full benefit of the Reforms in 1926, and returned an elected member to the third Council.

The area in the Central Provinces thus excluded from the Reforms comprises one quarter of British territory in the province, and contains approximately one-tenth of its population. The Melghat taluq contributes an eleventh part of the area of Berar but only 1.4 per cent of its population.

Geographically the excluded areas fall into three parts—(1) the Melghat and two of the scheduled areas lie on the Satpura plateau ; (2) the Sironcha tahsil and two other of the scheduled areas are situated in the extreme south of the province ; and (3) the rest are scattered through the broken country that borders on the open Chhattisgarh plain. One member is nominated from the excluded zamindari and jagirdari estates of the Central Provinces, but the Sironcha tahsil of the Central Provinces and the Melghat taluq of Berar are unrepresented.

14. **Feudatory States.**—The statement included as Appendix I gives details of the 15 Central Provinces Feudatory States. With the exception of Makrai, a small isolated Raj-Gond State in the Hoshangabad district, all are situated on the east and south-east of the province. Historically these States and the zamindaris and jagirdaris which now constitute the scheduled areas described in the preceding paragraph are essentially of the same class, and the higher status conferred on the former was based on antiquity of tenure and extent of territory, rather than on any existing differences of status. Five only of the States are ruled by indigenous Chiefs, and the remainder by the Hindustani invaders who, as already related, imposed a feudal rule upon the primitive tribes of Chhattisgarh. Prior to the Reforms there were interposed between the Chief Commissioner of the province and the States a Political Agent and the Commissioner of the Division, both of whom exercised great *de facto* control. For the Makrai State the Deputy Commissioner of the Hoshangabad district took the place of the Political Agent. When the Reforms were introduced the intervention of the Commissioner was abolished and the Makrai State brought under the Political Agent. The States were thus brought into closer relations with the head of the province. Their request in 1926 to enjoy direct political relations with the Governor General was not granted. In 1923 their designation was changed from "Feudatory" to "Ruling" Chiefs. None of them enjoy a hereditary salute but, in the past, personal salutes have been accorded to eminent Chiefs. The States elect two representatives to the Chamber of Ruling Princes.

15. The States have been little affected by the Reforms, and in turn, exercise no influence on the course of events in British territory. The local Legislative Council expressed disapproval of the contribution of Rs. 36,000 from provincial revenues to the Rajkumar College at Raipur, which has the status of a Chiefs' College. In 1924 the contribution was stopped, and the college is now financially independent of Government.

A comparison with British territory illustrates the backwardness of the States—

	Area (1921 Census.)	Population.	Revenue.
	Sq. miles.		Rs.
British territory	82,109	10,837,444	5,92,79,605
States	31,176	2,066,900	56,17,650

In such conditions misuse of power or incompetence are not infrequent and most of the States have, at one time or other, come under the direct administration of Government. At the present moment five States are directly administered owing to the minority of the Chief, whilst in one the powers of the Chief have been restricted.

16. Disturbances in Feudatory States.—The administration of the Feudatory States has twice been characterised by the outbreak of rebellions. In the Bastar State in 1910 there was a general revolt of the Maria-Gonds and other forest tribes as a result of intrigues against the administration of the Diwan. The revolt was of a widespread and serious character, and both police and military were despatched to deal with it. In 1918 the Oraons, an aboriginal tribe living on the Bihar and Orissa border, revolted against the Sirguja Chief, and the revolted included residents of the Palamau district in the Ranchi Division of the province of Bihar and Orissa and of the Jashpur State. A small expeditionary force of police under a District Superintendent was sufficient to crush the rebellion in consultation with the Commissioner and Deputy Commissioner of the neighbouring province. The revolt appears to have been directed rather against the high-caste Hindus than against the administration of the State.

A third outbreak which developed some of the features of a general revolt against constituted authority occurred in the Jashpur State in August 1922. Some Lutheran Christians refused to render service to their overlords in accordance with the feudal custom of *Bhet begar*. Resistance to the demand for service, which they claimed to be in excess of the customary limit, spread over a wide area, but was passive in character and the only proved violence on the part of the people was an assault on a small police party which had been sent to effect the cutting of crops. In fact it was the people who were terrorised, and although a small body of military police was despatched from Ranchi and some reserve police from the Sirguja State, they did not undertake any operations. Peace was temporarily restored, but in December further trouble arose and as the subsequent enquiry disclosed the wholesale terrorisation of State subjects and general maladministration, the State was taken under the direct management of Government in April 1923. The Chief has recently been instated with full powers.

PART II.—THE WORKING OF THE ELECTORAL SYSTEM FOR THE LEGISLATIVE COUNCIL.

17. Elections to the Legislative Council are governed by two sets of Rules and Regulations for the Central Provinces and Berar, respectively. They are identical in principle but differ in detail owing to the difference of jurisdiction and of the land revenue system.

A person to qualify for inclusion in the electoral roll must be a male of not less than 21 years of age, not adjudged of unsound mind, and a British subject, or, in Berar, a resident of the Hyderabad State. The sex disqualification has now been removed, but not until after the last elections.

18. Urban electorate.—For urban constituencies a person is qualified for inclusion in the electoral roll who—

- (1) is owner or tenant of a building of which the rental value is not less than Rs. 36;
- (2) where such rental value is not a basis of municipal taxation, was assessed in the previous year to a municipal tax on a 'haisiyat' of not less than Rs. 200;
- (3) was assessed in the previous year to income-tax;
- (4) is a retired, pensioned or discharged officer, non-commissioned officer or soldier of His Majesty's regular forces; or
- (5) has any of the qualifications based on the holding of land or of a village office prescribed for a rural constituency.

Muhammadans are not qualified to vote in urban constituencies in the Central Provinces, but qualify for the Muhammadan urban constituency in Berar.

19. Rural electorate.—For rural constituencies the same qualifications hold good; and, in addition, a person is qualified who—

- (1) is a lambardar of a mahal or patti in the Central Provinces, or a watandar, patel or patwari holding office, or a registered Deshmukh or Deshpande in Berar;
- (2) in the Central Provinces, is a proprietor or thekedar of an estate or mahal, or part of an estate or mahal, the land revenue or kamil jama of which is not less than Rs. 100;
- (3) holds lands other than as a tenant-at-will with an assessment or rent varying between Rs. 30 and Rs. 50 in the Central Provinces and between Rs. 40 and Rs. 50 in Berar; or
- (4) in Berar, pays a local cess or school-rate assessed on a non-agricultural income of not less than Rs. 500.

The electorate is divided into Muhammadans and others for Muhammadan and non-Muhammadan constituencies, respectively.

20. Special electorates.—*Landholders.*—A voter for the landholders' constituencies must reside and own land in the constituency, and must possess one of the following qualifications:—

- (1) a hereditary title recognized by Government;
- (2) proprietorship of an estate in the Central Provinces notified under section 2 (3) of the Land Revenue Act, or of land in Berar assessed or assessable to land revenue of not less than Rs. 500 and held otherwise than in tenancy right under jagir or other special tenure;
- (3) in the Central Provinces proprietorship of land of which the land revenue is not less than Rs. 3,000; in Berar holding in other than tenancy right of land assessed or assessable to land revenue of not less than Rs. 1,000.

The effect is to enfranchise the old landholding aristocracy and the modern wealthy land-owner.

University.—The qualifications are residence in the province and enrolment in the register of graduates of the Nagpur University.

Mining.—The sole qualification is membership of the Central Provinces and Berar Mining Association.

Commerce and Industry.—The electorate is composed of—

- (1) owners of factories ordinarily employing not less than 200 persons or their nominees;
- (2) the nominees of companies having a place of business in the province and a paid-up capital of not less than Rs. 25,000.

21. Enrolment.—The statement included as Appendix II shows for each constituency the original estimate of the number of electors, the number actually enrolled at each election, and the number and percentage of votes polled.

The original estimate was with one or two noticeable exceptions accurate for rural constituencies where it was based on the land revenue records; and inaccurate for urban constituencies where reliance had to be placed on the municipal staff. Some of the inaccuracy must be ascribed to the fact that the estimate was made before the 1918 influenza pandemic which carried off over 5 per cent of the population and was particularly severe on adults. Originally also the estimates of the local Government were based on proposals for plural constituencies (e.g., Raipur district), and when these were subsequently divided into single member constituencies the same degree of accuracy did not prevail in dividing the estimate between the separate parts of the constituency originally proposed. The subsequent increase in the electorate may be ascribed to the following causes:—

- (1) increased efficiency in the preparation of the electoral roll;
- (2) greater interest displayed by the electorate;
- (3) recovery of the population since 1918;

- (4) expansion of the urban population ;
 (5) enhancement in the land revenue, resulting in a general rise in the level of rents and land revenue in those localities where re-settlement has taken place.

The last factor has probably had the greatest effect as, between the 1920 and 1926 elections, the land revenue has been enhanced by 13 per cent over one quarter of the area of the Central Provinces and 25 per cent over four out of the 21 taluqs of Berar. But there is little doubt that the rapid expansion of municipal towns has also been a considerable factor in swelling the urban vote. With regard to the growth of wealth no statistics are available, but the general fall in money values since 1920 must largely if not entirely, counteract any effect that an increase in real wealth might have on the electoral roll. The destruction of the records of the two first elections renders a detailed comparison impossible.

22. **Percentage of enfranchisement.**—The density of enfranchisement cannot be exactly stated as the statistics of population are complicated by the division of the electorate into Muhammadans and non-Muhammadans and the absence of separate statistics of the male population of over 21 years of age. The available statistics, however, show that males account for almost exactly half of the population, and males of 21 years and over constitute half of the male population. Certain approximately accurate comparisons can be drawn. Excluding special constituencies 6 per cent of the male population of 21 years of age and over is enfranchised in Berar, and 9 per cent in the Central Provinces. The percentage for four typical rural areas of the Central Provinces have been calculated after deducting for Muhammadans a number based on the total number of Muhammadans in the district, with the following results :—

Mandla	...	2.0	} per cent of the total rural male population.
Seoni	...	1.0	
Hoshangabad	...	3.5	
Wardha taluq	...	3.5	

For the urban constituency of Nagpur-cum-Kamptee the percentage of the male population which enjoys the franchise is 10.8 and for Jubbulpore, 6.5. The percentage of enfranchisement to the gross population is approximately one half of these figures. Enfranchisement in urban areas is far higher than in rural as might be expected.

23. **Enfranchisement by castes.**—For one of the Berar districts it has been possible to make an exhaustive analysis of the extent to which the different castes are enfranchised. As this analysis throws considerable which is discussed in Part III of this memorandum, its main features are here reproduced :—

Name of caste.	Total population in the district.	Number on electoral roll.	Percentage of voters to total number of caste.	Percentage of voters in the caste to total voters on roll.
Brahmin	...	24,472	1.748	.7
Bania	...	19,113	2,050	1.07
Kunbi	...	170,629	3,608	.2
Maratha	...	67,823	2,583	.3
Mahar	...	137,058	100	.007
All other castes	...	306,101	1,305	.04

Muhammadans have been excluded from these figures. They number 73,348 in the district and for their separate constituencies register 1,775 voters, or 2.4 per cent of their number. Thus the Brahmin and the Bania at one end of the scale command, in proportion to their numbers, not less than 100 times as many votes as the Mahar, the chief representative of the depressed classes.

24. **Enfranchisement of different interests.**—The extent to which different interests are enfranchised can only be stated in general terms. Except in urban constituencies agriculture is predominant, and in the

Central Provinces the tenant invariably outnumbers the proprietor, usually in the proportion of 5 or 6 to 1. In Berar the qualification of payment of cess on non-agricultural income has enfranchised the rural shop-keeper and petty trader, and he now represents a proportion of the electorate varying from 3 to 12 per cent in different constituencies. There is no corresponding qualification under which this class can obtain the franchise in the Central Provinces. Labour is unrepresented.

25. Suggested alterations.—A complaint is sometimes made that in districts where towns have been included in rural and not urban constituencies the urban interest obtains a preponderating influence. This is not supported by statistics which everywhere show the rural vote to be numerically stronger. But the proximity of the polling station brings a larger percentage of the urban electorate to vote. Thus, in the hilly plateau district of Betul 1,172 voters, who are registered on a municipal qualification, compare not unfavourably in actual polling strength with 2,405 agricultural tenants. The proportion of municipal voters in this constituency is paralleled by another constituency, Bilaspur, where 1,893 voters qualified on a municipal qualification from Bilaspur town alone as against 3,022 voters from the rest of the constituency. In the Chhindwara district the urban vote of the towns of Pandhurna and Sausar, which account for 31 per cent of the total electorate of the non-Muhammadan rural constituency, is said to have decided the issue. Here and elsewhere the whole weight of the Municipal Committees may be thrown into the scale in favour of one candidate and, as a result of their influence, other candidates have no hope of securing votes from within municipal limits. It is interesting to note that not only do rural electorates object to the inclusion of towns in rural constituencies, but towns object to exclusion from urban constituencies. The Betul Municipal Committee, in spite of the preponderance which the municipal vote, as already noted, exercises in the rural constituency, and in spite of its distance from and lack of affinity with the other towns with which it would have to be grouped in an urban constituency, asked in 1923 to be included in an urban constituency and has recently reiterated the request.

26. Analysis of the operation of the different qualifications shows that ownership or occupation of a house with an annual rental value of Rs. 36 per annum represents a higher status than assessment to haisiyat tax on an income of Rs. 200 per annum whilst an income of Rs. 200 is a far lower qualification than the rural qualification of payment of rent of Rs. 40 or Rs. 50. The difference between the urban and rural qualifications assumes importance in view of what has been said in the preceding paragraph. So long as town and country have separate constituencies a difference of qualifications makes no matter. But the inclusion of the urban electorate in a rural constituency at once raises the issue in an acute form.

The enfranchisement of patels and lambardars in rural constituencies admits a number of persons who do not possess any of the property qualifications. A watandar working patel in Berar, for instance, may own nothing except his hereditary office and there is an obvious difference between the qualifications required of a lambardar in the Central Provinces and a patel in Berar. The former must represent proprietorship assessed or assessable to land revenue of at least Rs. 100 per annum, whilst in Berar, no minimum is prescribed.

Several suggestions for the amendment of the electorate were elicited after the 1920 elections. A general suggestion was made that labour should receive a vote, but definite proposals to secure that end were not formulated. It was also suggested that members of a Hindu joint-family should each enjoy the privilege of a separate vote if the status of the family exceeded a prescribed minimum. And for the Mining constituency it was recommended that the qualification should be payment of a minimum dead-rent rather than membership of the Mining Association.

27. Accuracy of electoral roll.—The extent to which the electoral roll is challenged varies greatly from district to district. Objections are negligible in comparison with claims. A curious fact emerges that in several districts the claims in the Muhammadan constituency far exceed those in a non-Muhammadan constituency. Thus, the Raipur district reports no

less than 182 claims in 1926, of which all, but one were in respect of the Muhammadan constituency. In the adjoining district of Drug the number of claims was only 20. In most districts the claims do not run into double figures.

28. In most constituencies claims were preferred by the individuals who desired enrolment. This suggests that the electorate takes a real interest in the preparation of the roll. In fact, however, the candidate or party organization is almost invariably responsible for the application, and it is merely a difference of practice whether the application is preferred by the candidate or by the individual concerned. Thus in Wardha all the claims, numbering 26, were made by candidates or their agents, whilst in Raipur every one of 182 applications was made by the individual concerned, but the majority on the suggestion of the candidates. Not more than two-thirds of the claims to registration are successful, and it is remarkable that in a politically advanced district, like Nagpur, the percentage of rejected claims is as high as 50.

The Congress organization appears to have been used in one or two districts to scrutinize the roll and put in applications. Otherwise only prospective candidates or the individuals concerned do so. Communities as such do not apply. The depressed classes are sufficiently organized in parts of the province to take a corporate interest in the correctness of the roll, but so few of their number are qualified that the opportunity for concerted action does not arise.

29. The Deputy Commissioner of the district is responsible for the preparation of the electoral roll, a duty which is carried out with the aid of the land revenue staff and records in rural areas and the staff and records of local bodies in urban areas. A fresh roll is prepared for each election without reference to the roll prepared for the previous election. As the names of all persons qualified for enrolment are to be found in official records there should, in theory, be few omissions. There is, however, always some "lag" in the land revenue records and there is some variation in the degree of accuracy with which the records of local bodies are maintained. It has already been observed that objections to entries on the roll are rarely made. Scrutiny of the roll by electors is confined to a search for errors of omission rather than Commission and there is, therefore, no means of estimating to what extent names of persons who are dead, have left the locality, or lost their qualifications, are included. Personation is rarely alleged in election disputes and then usually of a person who does exist and was qualified to vote. An inaccuracy, that was especially common in the first roll in 1920, was the inclusion of one person in several circles. This is unavoidable, as the entry has to be made wherever a qualification exists, and can only be avoided by the express choice of the elector.

The fact that the rolls are based on records by which their accuracy can be tested makes it difficult for deliberately false entries to be made, and no evidence has been brought forward to show that the subordinate staff engaged in their preparation does not perform this duty honestly and carefully. In 1920 some difficulty was experienced in persuading local bodies to perform their share in the preparation of the electoral roll, as although the qualifications were based in urban areas on municipal taxation, for which accurate information could only be obtained from municipal records, there was no rule requiring Municipal Committees to furnish the information. In the event of a point-blank refusal a Deputy Commissioner can now call for the information under the Municipalities Act of 1922.

30. A suggestion was made in 1922 for the consideration of the Electoral Rules Committee that the electoral rules should be revised at periodical intervals instead of being re-written at the end of the triennium. The principal reason put forward in support of the proposal was the dis-franchisement for the purpose of bye-elections of persons whose qualifications arise after the roll for the general election is prepared. Admittedly, the proposal would involve a repetition of the whole procedure for publication of the roll, and both the number of bye-elections and the number of

electors thus disenfranchised are so small as to make it doubtful whether the expense and trouble involved would be justified.

31. Constituencies.—Constituencies are divided into—

A.—Muhammadan	...	...	(1) Urban.
			(2) Rural.
B.—Non-Muhammadan	...	...	(1) Urban.
			(2) Rural.
C.—Special.	...	...

Muhammadan representation is greatly in excess of the proportion of Muhammadans to the rest of the population, but the number of constituencies allotted to them is considered to be the minimum that would afford the community any effective representation. The only one of the seven seats which is urban, is in Berar where the Muhammadan urban population is proportionately large and compact. The six rural constituencies have been distributed over the five revenue divisions, with Berar enjoying 2 seats divided between East and West Berar. Thus, Berar returns 3 Muhammadans against 4 for the rest of the province.

32. Urban constituencies.—Non-Muhammadan urban constituencies are 8 in number and return 9 members. The representation of the urban population is in excess of its representation in the electorate. The differentiation was justified on the grounds that the urban population is politically more advanced and is composed largely of the important commercial and professional classes who are little represented in rural constituencies. Jubbulpore and Nagpur being the only towns with populations exceeding 50,000 form separate constituencies, the latter being combined with Kamptee 9 miles distant and returning 2 members. Elsewhere the constituencies are composed of groups of towns arranged by revenue divisions. The result is—

	Members.
Jubbulpore and Nagpur-cum-Kamptee	3
Four C. P. divisions	4
Berar Division	2
Total	9

33. Rural constituencies.—For non-Muhammadan rural constituencies it was originally proposed to adhere to the division of the province by districts and secure greater representation to the more heavily-populated districts by plural constituencies. This proposal was not accepted and where the claim of a district to more than one member was admitted the tahsils of the district were grouped to form separate constituencies. Of the 22 districts 14 return 1 member each, 6 return 2 members and 2 return 3 members. In dividing up the districts which return 2 or 3 members regard has been had to population rather than geographical homogeneity. Thus in the Wardha district the central tahsil forms one constituency, whilst the two remaining tahsils, between which it intervenes, form another.

34. Differences between constituencies.—The wide variations in the density of the population and the adoption of a district or tahsil as the unit for formation of a constituency has naturally resulted in great differences in the size of constituencies. At one end of the scale is the Wardha tahsil with an area of 815 square miles, whilst at the other comes Chanda district, whose members represents over 6,000 square miles. In respect of gross population the variation, though statistically less, is more important. Thus the Wardha tahsil carries a total population of 171 thousand, whilst Narsinghpur, a wealthy district in the Nerbudda Valley, has a population of 305 thousand, and Bilaspur over 800 thousand. The effect may be presented in broader outline by allocating the representation to revenue divisions. Thus—

	Area in sq. miles.	Number of members.
Nagpur Division	22,760	11
Chhattisgarh Division	22,050	6
Jubbulpore Division	18,965	9
Nerbudda Division	18,334	7
Berar Division	17,767	15

This allocation does not include special constituencies.

The balance between the 8 Marathi districts and the 14 Hindi districts is very even. The former return 25 members and the latter 23. But including membership of special constituencies the number are 30 and 26, respectively. The balance of political power is slightly on the side of the Marathi tract which gains additional weight from containing the headquarters of the administration and the seat of the Council.

35. Special constituencies.—The special constituencies are 7 in number—

Landholders	... { Central Provinces	...	2
	... { Berar	...	1
Commerce and Industry	... { Central Provinces	...	1
	... { Berar	...	1
Central Provinces and Berar Mining Association		...	1
Nagpur University	...	...	1

The Berar landholders' constituency is reasonably compact as it covers only 16,000 square miles, but the other 2 landholders' constituencies extend over more than 37,000 square miles each, whilst a single district of 15,000 square miles in area contained only 4 voters.

The Commerce and Industry constituencies are reasonably compact as although the Central Provinces constituency extends over 18 districts the bulk of the factories represented lie in a few well-defined areas.

The Mining Association has the smallest electorate with only 34 members, but these represent over 90 per cent of the tonnage extracted from manganese mines, and 80 per cent of coal, the two principal mining industries in the province.

36.—Claims for alterations.—The only recent claim for alteration of territorial constituencies comes from the Hoshangabad district with an area of 3,650 square miles and a rural population of 432 thousand. It has the largest electorate of any rural constituency numbering 7,184 and the figure of 4,270 votes polled at the 1926 election far exceeds the next highest figure of 3,180.

A comparison may also be drawn with the districts which returned 2 members, such as Jubbulpore with a total of 5,018 voters and 2,485 votes polled, and Raipur with 5,245 voters and 3,200 votes polled.

The depressed classes have also put forward a demand for separate constituencies in view of the impossibility of the candidates from amongst them ever being successful in a general constituency. In point of fact, a member of the depressed classes was elected to the first Council, but his success was cited as an outstanding example of the lack of interest in the Reforms.

37. Two separate requests were made in 1922 with regard to the Cantonment of Kamptee. One was that the Cantonment should be given separate representation instead of being, as at present, included in the plural constituency of Nagpur-cum-Kamptee. The other suggestion was that it should form a separate cantonment constituency in combination with the other cantonments of the province, viz., Jubbulpore and Saugor. The latter proposal implies that cantonments have special interests which demand separate representation on the local Council.

Another suggestion, which has aroused some interest, was that the urban constituencies which consist of groups of towns scattered throughout a whole revenue division do not constitute real entities, and that they should be abolished and the constituent towns merged in the rural constituencies. Undoubtedly, the grouping of a number of towns in one constituency must result, to some extent, in the excessive representation of one of those towns. On the other hand, the urban viewpoint will vary little in the different towns of the group and it is only in respect of matters of purely local interest that one town may gain at the expense of the other. The inclusion of the towns in rural constituencies would give rise to the complaint already made that in some rural constituencies the urban vote outweighs the rural.

38. **Candidates.**—The nomination of a candidate is made by the delivery to the Returning Officer of a nomination paper in the form prescribed by the electoral rules. The paper must be delivered by the candidate in person or by his proposer and seconder, and must be accompanied by a declaration of the appointment of an election agent. In the first election of 1920 the only party (outside the Liberal party) which inspired the nomination of candidates was the district officer, who was pledged to work the Reforms to the best of his ability and found a dearth of applicants for seats on the Council. As an example may be quoted a constituency for which no nomination was made within the time allotted. A further opportunity was given and two nomination papers were put in, but both rejected after scrutiny. Persuasion was then resorted to and no less than 11 respectable gentlemen proffered themselves as candidates.

39. At the second election in 1923 the Swaraj party put up the bulk of those candidates who wore its colours. In addition to putting up its own candidates the party offered the benefit of its support to independent candidates who would agree to adopt its creed. The Liberal party also put forward candidates. There were, however, few constituencies in which individuals did not stand on their own initiative.

40. In the 1926 elections practically every candidate stood on a party platform, but elections go so much by personality and local influence that in most cases the party backs rather than selects the candidate. The Swaraj party was sufficiently well organized to retain some control over candidature. This was especially noticeable in constituencies where the Brahmin-non-Brahmin controversy was a factor, and in at least one such constituency the Swaraj party successfully put up a non-Brahmin candidate, who was not even known by name in some parts of the constituency, in preference to well-known candidates who would not have secured the non-Brahmin vote. With the exception of the non-Brahmin community no other interests or associations, other than political, put forward candidates.

41. **Status and quality of candidates.** Candidates are recruited almost exclusively from the following classes.

- Barristers and pleaders.
- Landed proprietors.
- Bankers and money lenders.
- Medical practitioners.
- Retired Government officers.

Candidates from the last two classes are insignificant in number but have had several successes in elections. Amongst landed proprietors it is rare to find one forthcoming who is not a substantial land-owner. Exceptions are found in the first election in which candidates were to seek, and more rarely in the 1923 elections when the Swarajist nominees depended more on political organization than local standing and influence. In the 1926 elections only two candidates possessing little status or property stood—one was an artisan and the other a Government ryot. Both forfeited their deposits.

There are two obvious reasons why only substantial men are, in general, likely to stand. One is that there is no party fund of sufficient depth to defray the expenses of candidature, and the second is, that except for communal reasons which so far pervade only a limited number of constituencies, small man has no local connections. More voters are brought to the poll by some personal influence, than by oratory or political enthusiasm.

42. The effect of deposits could only be judged if the rule requiring them were cancelled as it is impossible to say how many persons were deterred from candidature by the rule. Before the rule was introduced the candidates were, on the whole, substantial men, and forfeiture is so rare as to produce no widespread or general effect. In the last elections 12 candidates forfeited their deposits, and there is nothing to show that they were less substantial or less genuine candidates than others who were defeated, but received sufficient votes to save their deposits. In fact, in the

1923 elections, it was noticed that the rule requiring a deposit sometimes produced an effect other than deterring the wrong type of candidate. In one constituency, for instance, two substantial candidates forfeited their deposits, whilst the third and least substantial candidate was elected. In that year, when the Swarajists entered the political arena, those who opposed them were frequently subjected to considerable vilification. And gentlemen of position were inclined to resent the forfeiture of their deposit as something in the nature of a fine and an added insult heaped upon those, which they had had to bear throughout the election. Excepting in the 1920 elections, when conditions were abnormal, candidates *pour rire* have not appeared.

43. **Nominations.**—Objections to nomination papers must be made to the Returning Officer who, except for three of the special constituencies, is either the Deputy Commissioner or the Commissioner of the Division. Only the candidates, their election agents and one proposer and one seconder of each candidate, and one other person authorized by the candidate may be present at the scrutiny of nomination papers by the Returning Officer. This scrutiny is compulsory, but refusal of nomination is discretionary. The Returning Officer may refuse a nomination if any of the details in the nomination paper do not agree with the electoral roll. Objections are, in consequence, made on matters of the minutest detail, such as, the inclusion of the father's name of the candidate when it did not appear in the voters' list, or the prefix to a name of the appellation "Mir". Such objections have usually been treated as trivial and rejected, provided that the identity of the candidate is clearly established and his proposer and seconder are entered on the electoral roll. The sub-division of the electoral or urban constituencies into separate parts for each of the group of towns forming the constituency has led to misdescription and, in consequence, rejection of several nominations. And occasionally the Returning Officer refuses a nomination which is inexact in the smallest detail. The most extreme example occurred in the 1926 elections, when a nomination paper was declared invalid, because the candidate had entered in it his number in English numerals instead of in Hindi as in the electoral roll. It costs nothing to challenge a nomination, the order of the Returning Officer cannot be disputed except by an election petition, and his discretion is wide. In consequence, objections are frequent, and there is as yet no defined standard by which the Returning Officer may be guided in arriving at a decision. The practice has arisen in some districts of putting in plural nomination papers; but this again has been the undoing of more than one unwary candidate who has attached only one declaration of election agent to them all instead of a separate declaration to each. The difficulty will disappear as familiarity with the procedure grows, and a body of practice accumulates for the guidance of Returning Officers.

44. **Withdrawals** may be divided into three kinds; withdrawal when the optimism which inspired candidature has been succeeded by realization of the impossibility of success; withdrawal on pressure from friends or interested parties; and withdrawal as a piece of tactics. The total percentage of withdrawals is small, and, so far as it has been possible to analyse them accurately, mostly fall in the first two categories. The third class is a device little used but not without effect.

45. **Uncontested seats.**—The following table shows the number of uncontested seats at each election:—

		1920.	1923.	1926.
<i>Central Provinces.</i>				
Non-Muhammadian Urban	...	3	2	1
Non-Muhammadian Rural	...	14	2	1
Muhammadian Rural	...	3	...	1
Special constituencies	...	3	...	1
<i>Berar.</i>				
Non-Muhammadian Urban	...	1	...	...
Non-Muhammadian Rural	...	5	3	1
Muhammadian Urban	...	1	...	1
Muhammadian Rural	...	2	...	...
Special constituencies	...	2	1	...
Total	...	34	8	6

The figures speak for themselves regarding the evolution of interest in the Council. It is noteworthy that in 1923 no Muhammadan constituency was uncontested, as, unlike some of the non-Muhammadan constituency they were pervaded by no political organization which could not be opposed with reasonable chance of success. For whilst the Swarajist abstention left many candidates unopposed in 1920, their participation in 1923 drove all others out of the field in some constituencies. Of the six seats uncontested in 1926, one was the Commerce and Industry constituency, three were constituencies covering whole revenue divisions, and two only were constituencies contained in a revenue district or part of a district. One of these two general constituencies and the Commerce and Industry constituency were only uncontested owing to rejected nominations.

It is as yet too early to say whether the high percentage of no contests in the less homogenous constituencies indicates that prospective candidates find them unmanageable.

46. Multiple candidature.—One example of multiple candidature is recorded in 1920. Sir H. S. Gour stood for election both to the Legislative Assembly and to the local Legislative Council. He was returned unopposed for the former. Later, in the election for the Legislative Council he was defeated, but if he had been successful, the rival candidate would undoubtedly have objected that his candidature for the Legislative Council was invalid under Rule 16 (1) of the Electoral Rules which prescribes that if any person is elected by a constituency of the Council and by a constituency of either chamber of the Indian Legislature, the election of such persons to the Council shall be void.

The only other instance of a candidate standing for more than one constituency is that of R. B. Mathura Prasad who was twice proposed as a candidate both for a rural constituency and for the Commerce and Industry constituency. On the first occasion he withdrew from candidature in the former and was successful in the later whilst on the second occasion in 1926 he was defeated in both.

47. Administrative machinery.—Only three constituencies have Returning Officers who are not either the Deputy Commissioners or Commissioners of Divisions. They are—

The Registrar for the Nagpur University.

The Chairman of the Mining Association for the Central Provinces Mining Constituency.

The Chief Secretary to the local Government for Central Provinces, Commerce and Industry.

Provision is made for the deputation of the powers of the Returning Officer; but the scrutiny of nomination papers must be done by the Returning Officer unless he is "unavoidably prevented". No difficulties have been reported, but it has been suggested that the personal presentation of the nomination paper by the candidate or his proposer and seconder is unnecessary.

48. Suggestions for alteration.—As a result of canvassing public opinion, after the 1920 elections various suggestions for alteration of the rules regarding candidates were made. One suggestion inspired by the low status of some of the successful candidates at that election was, that higher qualifications should be required of a candidate than of an elector and in particular that an educational qualification was essential. Another suggestion which received a certain measure of support in the Electoral Rules Committee was that although a residential qualification could properly be required of an elector, it should not be required of a candidate. The fear was expressed that the removal of the residential qualification would introduce the carpet-bagger. A more limited proposal on the same lines was that the urban resident should be permitted to stand as a candidate for the rural constituency within which the town of his residence was enclosed. This question was bound up with another proposal made at that time that those urban constituencies, which consist of groups of towns, should not be retained but should be merged in the rural constituencies in which they

were situated. This latter proposal has not been adopted, but an urban resident may now stand for a rural constituency in the same district and *vice versa*. The fact mentioned in paragraph 64 that the great majority of the present non-official members of the Council reside in towns, shows to what extent the townsman has profited by the changes. It has also been suggested that Muhammadans should be permitted to stand for non-Muhammadan constituencies and *vice versa*. In the present state of communal feeling, this suggestion may not appeal to either community and, even if the proposal were accepted, it would probably prove infructuous.

49. **Elections.**—*Arrangements for polling.*—Polling stations are selected by the Deputy Commissioner, subject to the control of the Returning Officer, for all constituencies wholly or partly within his jurisdiction. For the 1920 elections the arrangements of Deputy Commissioners were supervised by an officer on special duty, and the experience then gained was collated and used in dealing with subsequent elections. In rural constituencies the normal radius of a polling station was 4 to 7 miles; but in the more scattered tracts some villages could not be brought within less than 10 or even 12 miles of a polling station. The polling areas were based on patwari circles, which form convenient sub-divisions of a tahsil, normally containing from 4 to 10 villages.

50. The times fixed for voting are 11 a.m. to 5 p.m. or 6 p.m. in rural constituencies and 8 a.m. to 12 and 2 p.m. to 5 p.m. in urban constituencies, and in constituencies, such as the Landholders', for which polling takes place in a central town. These periods were fixed chiefly on a consideration of the number of votes to be polled and partly for the convenience of the presiding and polling officers and other persons required to be on duty throughout the whole period. To obtain sufficient presiding officers every department of Government except the Veterinary, Medical and Police was laid under contribution, particularly the Education, Judicial, Excise, Agriculture and Forest Departments, the lowest ranks of officers employed being Assistant Superintendents of Land Records and Forest Rangers.

For Polling Officers, revenue inspectors, patwaris, clerks and school-masters were employed.

No difficulties were experienced, although mistakes in procedure were, as might be expected, committed by individuals through inattention to the instructions which were issued for their guidance, and which had, in almost all cases, been personally explained to them. In many constituencies there is a rush of voters at the end of the day and the last vote is not recorded till after the time fixed for the closure of the ballot. The flow of voters has never been so uneven as to cause serious difficulty. The elections are held in the cold weather, and one district reports that with the approach of nightfall the political ardour of some voters is chilled and their anxiety to get home before dark overcomes their desire to vote. Such instances must be rare.

51. **Means of securing attendance of voters.**—In general constituencies personal approach secures most of the votes polled. The vote is promised to a friend or relation, a creditor, or a landlord. The most successful canvassing is done by friends of the candidate, or influential persons of the same community or party. Paid canvassars, where employed, usually do little more than distribute written appeals to the electorate. An exception to this is the Congress organization which has paid speakers in permanent employ. But whatever methods the candidate may adopt for securing votes before the elections, his success or failure largely depends on his organization for bringing the voters to the polling station on the day of the election, more specially in rural areas. The proportion of voters in rural areas who, even when they have promised a vote, will proceed on their own initiative to the polling station is small. Many yet walk, but exhortation or influence is required to set their feet upon the road. More and more are vehicles being used, and he who can mobilise the largest number of motor cars has the best chance of the rural vote. In towns the motor car is used less to bring the normal elector to the poll than to expedite the search for the missing and reluctant.

52. There is no evidence of corrupt practices; but the pressure put upon an elector by his creditor or landlord is often considerable. The effect may be either positive and result in a vote being cast in favour of a candidate who would not have been selected by the voter of his own free choice; or it may be negative and result in a voter failing to appear to record a vote which he has promised. With an electorate not greatly imbued with political enthusiasm the simplest solution of conflicting and irreconcilable interests is obviously to adopt a negative attitude and vote for neither.

53. Votes polled.—The statement already referred to (Appendix II) shows the number and percentage of the electorate that voted at each election. The results may be summarized as follows:—

	Number of constituencies.	Percentage of votes polled.		
		1920.	1923.	1926.
Central Provinces Non-Muhammadan Urban	6	14.0	40.7	66.9
Central Provinces Non-Muhammadan Rural	21 (22 in 1926)	7.8	55.7	52.6
Central Provinces Muhammadan Rural	4	6.5	57.2	46.2
Berar Non-Muhammadan Urban	2	3.6	56.9	67.3
Berar Non-Muhammadan Rural	10	7.0	38.5	62.2
Berar Muhammadan Rural and Urban	3	...	60.0	33.6

The figures taken as a whole show a progressive evolution of interest in the Legislative Council. If in some constituencies such as the Central Provinces rural, the poll has decreased, it may, in most cases, be ascribed to something lacking in the personal appeal and organization of the candidate rather than to the relapse of the electorate to apathy. In 1920, voters were not only deterred by the propaganda of the non-co-operators, but were even intimidated. In 1923, on the other hand, many were brought to the poll by promises of a millenium, which included the abolition of taxation, and which they were sufficiently unsophisticated to accept as a fact certain of accomplishment rather than an empty aspiration. It is, therefore, not impossible that disillusion may have been a factor in the drop in the number of votes polled in some constituencies.

54. Special arrangements, *e.g.*, for illiterate voters.—Illiterate voters in general constituencies are provided for by the almost fool-proof device of coloured ballot boxes. The voter is only required to remember the colour of the candidate for whom he votes and drop a paper with which he is provided into the box of that colour. In the earlier elections, before the colour system was evolved, voters were commonly given slips of paper bearing the name of the candidate to whom they had promised their votes and, in spite of all advice to the contrary, insisted on placing these slips, or even sometimes printed handbills of their candidate, in the ballot box and bearing off their voting papers as receipts for the due performance of their duty. For blind voters the Presiding Officer places the voting paper in the box. He also attempts to guide voters who cannot identify colours by their names. No evidence of misplacement of votes through colour-blindness is recorded; but of the colours, which the colour-blind usually mistake, green is not usually used as it is the Muhammadan colour and might prejudice opinion. In the first elections another error that was committed was that voters came to vote for the Legislative Council election on the day fixed for elections to the Legislative Assembly. Nowadays it is only the voter who combines extreme obstinacy or carelessness with illiteracy who can fail to vote, or record a vote for the wrong candidate. In the only plural constituency, Nagpur-*cum*-Kamptee, there is more scope for error. It has to be explained by the Presiding Officer to the voter that he must not put two voting papers into one box, and that he is not bound to use more than one paper. A person is placed beside the ballot boxes to ensure that no error is committed. This destroys the secrecy of the ballot, but no mechanical method, which would avoid this objection, has yet been evolved.

For all the special constituencies, except the University, the colour scheme is not employed, and a vote is recorded by placing a cross against the name of the candidate. In these constituencies illiteracy is so rare that no difficulty arises.

It has been observed that the percentage of illiterate voters is far higher in rural than in urban constituencies, and that even apart from this handicap the rural voter requires more instruction than the urban.

55. Treating.—Treating is defined as “that form of bribery where the gratification consists in food, drink, entertainment, or provision”. Unless a free ride in a motor car comes within the category of entertainment, treating has not so far made its appearance in this province. The question of food and drink is so complicated by the caste system that any contribution on this account is more likely to be made in cash than in kind and to fall, therefore, under the head of bribery.

56. Personation and tendered votes.—Personation is commonly alleged in elections to local bodies but rarely in elections to the Legislative Council. The scrutiny of voters at the polling station is too close to permit of personation being successfully carried out to an extent likely to have a material effect on the result of an election. Some scope for personation exists in large urban areas where personal knowledge of the individual voter is less than in small rural communities, and minor inaccuracies in the electoral roll, such as the misspelling of names, are more prevalent. But there is no record that the opportunities thus offered are utilized. If a person claims to be allowed to vote as a particular elector after another person has voted as such elector, he is examined by the Presiding Officer and if he establishes a reasonable probability that he is the elector named he is allowed to record his vote. The voting paper is placed in a separate envelope.

57. Election Agents.—The distinction between election agents and clerical staff is not rigidly or clearly drawn. At the time of nomination a candidate commonly names himself as his own election agent. Subsequently in his return of election expenses he shows a number either of election agents or of messengers and clerical staff. In fact, the true election agent can hardly be said to exist, except for the purpose of contesting a scattered constituency such as the Commerce and Industry Constituency, the campaign in which is conducted largely by correspondence and not personally by the candidate. Many candidates do not even employ a special clerk to deal with election work.

58. Disorders at elections.—Order is maintained at rural and most urban polling stations by the peons of Presiding Officers and sometimes a single constable. It has not been found necessary to take special precautions and, in practice, disorders do not occur. At the elections in 1923 some intimidation of electors is reported to have taken place, but not in the immediate vicinity of polling stations or of sufficiently violent character to interfere with the poll.

59. Special methods of voting.—For the University constituency postal voting is employed. Ballot papers are sent by registered post to all electors on the roll by the Returning Officer. An elector wishing to vote must appear before any gazetted officer, satisfy him of his identity, and mark the ballot paper in his presence. After signature by the officer the ballot paper must be placed by the elector in a sealed envelope and despatched by hand or registered post to the Returning Officer. The poll is closed on the date fixed and no provision is made for delay or misdelivery of envelopes.

A somewhat similar provision is made to enable a presiding officer, polling officer, or polling agent on duty at a polling station, at which he is not entitled to vote, to exercise the franchise. A certificate must be obtained beforehand from the Returning Officer of the constituency in which the polling station lies and the Presiding Officer records his own vote or receives and attests other votes given under this provision and forwards them together with the certificates given by the Returning Officer to the Returning Officer concerned. No special provision exists either to enable other

officers of Government on duty in connection with the elections to record their votes, or to meet the case of officers transferred to an area included in another constituency before the election takes place.

60. Election expenses.—The largest amount spent by a candidate on an election was Rs. 8,202. This is an exceptional figure, the three next highest amounts being Rs. 4,858, Rs. 3,967 and Rs. 2,845. All but the last were rewarded by the success of the candidate, and in 27 constituencies, exactly half the total number, the candidate who spent most won the day. In 11 constituencies only was the candidate who spent least successful, and chiefly in constituencies for which there were only 2 candidates. The cheapest success was gained in a rural constituency of the Akola district, where 1,120 votes were secured in an electorate of 3,287 for an expenditure of less than four annas per vote. In urban constituencies expenditure is proportionately lighter than in rural, but only two candidates therein have approximated to this figure. A normal figure for a rural constituency is between one and two rupees per vote. The most expensive votes are to be found in the special constituencies. A few typical examples of expenditure in the different classes of constituency are given :—

				Voters on roll.	Votes obtained.	Expendi- ture.
						Rs.
Non-Muhammadian Rural (I)	...	...	3,759	{	1,109	1,039
					900	781
					440	1,064
Do. do. (II)	..	...	2,557	{	905	720
					694	448
Non-Muhammadian Urban	...	..	4,913	{	1,494	374
					1,077	645
					361	1,432
Muhammadian Rural	..	...	2,416	{	835	1,314
					746	815
Landholders	...	.	162	{	64	1,672
					37	1,017
University	...	...	556	{	270	501
					200	840
					38	654

There is considerable variation in the amount expended under the different heads such as printing, establishment and personal expenses. Generally speaking candidates who spend little divide it chiefly between printing and personal expenses. As expenditure grows higher the proportion spent on agents and canvassers increases. There is, in fact, no common standard or form by which expenditure can be judged.

Twelve candidates included in their out-of-pocket expenses a sum of Rs. 250 each on account of forfeiture of deposit. This sum in two cases exceeded all other expenses of the candidate, and in the remaining cases added from 17 to 85 per cent to the expenditure.

In the cost to Government of elections the principal item is the printing of electoral rolls and ballot papers. This item alone ranged from Rs. 4,500 in large districts to Rs. 750 in small districts. The total cost to Government of elections cannot be stated, as no estimate can take account of the value of the time expended thereon by Government officers nor can actual cash expenditure on such items, as travelling allowances, be separately extracted. The only special agency employed was a few temporary clerks; and small rewards were paid in some cases to municipal employees for preparing the electoral roll. A rough estimate of the cost of printing and stationery, extra staff and travelling allowances for the 1926 elections is Rs. 60,000. Of this amount a sum of Rs. 42,732 was actually expended on printing and stationery.

61. Election petitions.—Election petitions are governed by the Indian Elections Offences and Enquiries Act, 1920, which has been applied to Berar by Government of India, Foreign and Political Department,

Notification No. 3870-I-B., dated December 17th, 1920. Eight petitions affecting seven constituencies have been filed with the results shown in the appended table :—

Serial No.	Year.	Constituency.	Grounds of petition.	Result.
1	1921	West Berar Non-Muham- madan Urban.	Irregular rejection of a nomination paper	Petition dismissed.
2	1921	Nagpur District (East) Non- Muhammadan Rural.	(1) Ineligibility of the successful candi- date to stand as he was a nominated member of the existing Council, and (2) error in announcement of date of election.	Petition with- drawn.
3	1922	Nagpur City-cum-Kamptee Non-Muhammadan Urban.	Corrupt and fraudulent practices of the successful candidate.	Petition with- drawn after ten- dering apology to respondent.
4	1921	Raipur District (North) Non- Muhammadan Rural.	Improper acceptance of nomination paper of the successful candidate.	Petition rejected.
5	1924	Akola District (South) Non- Muhammadan Rural.	Interference with the freedom of election and procuring votes by official pressure and threats.	Petition dismissed.
6	1926	Central Provinces Com- merce and Industry.	Irregular rejection of nomination papers	Election set aside and fresh elec- tion ordered.
7	1926	Do do.	Do. do.	Do.
8	1926	Drug District Non-Muham- madan Rural.	Rejection of nomination paper	Petition with- drawn.

The result of these petitions reinforces the conclusion already drawn concerning the orderliness with which elections have been conducted and the absence of corrupt practices. The issue in the only successful petition was the attachment of only one declaration of election agent to several nomination papers which had been held by the Returning Officer to amount to non-attachment of a declaration to each single nomination paper. The decision was subsequently applied to a similar petition for a constituency of the Legislative Assembly.

The petition from the Akola district (serial No. 5) disclosed allegations of organized pressure on the electors by the district land record staff under the direction of the Superintendent of Land Records in favour of the successful candidate. Some evidence was offered in support of the allegations, but it was held to be unconvincing.

PART III.—THE LEGISLATURE—COMPOSITION AND CHARACTER.

62. Composition.—The Council consists of 73 members distributed as follows :—

- 38 elected from the Central Provinces.
- 17 elected from Berar.
- 2 Members of the Executive Council.
- 8 nominated non-officials.
- 8 nominated officials.

The sub-joined table shows the representation of different castes :—

Name of caste.	Number of elected members in			Number of nominated members in		
	1st Council.	2nd Council.	3rd Council.	1st Council.	2nd Council.	3rd Council.
Maratha Brahmin	10	19	11	1	...	1
Other Brahmins	11	10	6	...	1	...
Parbhu	2	1	3	...	1	...
Rajput	1	2	2	...	...	...
Bania	6	5	9	...	...	...
Kayasth	2	2	1	1	...	...
Maratha and Kunbi	7	6	9	...	...	...
Madrasi non-Brahmin	...	1	1	...	...	...
Vidur	...	...	2	...	...	...
Kalār	1	...	2	...	...	...
Gond	...	...	...	...	...	1
Mahar	...	...	...	2	2	3
Chamar	1	...	...	...	...	1
Other Hindus	3	...	1	1	1	...
Christian	2	1	1	2	2	2
Parsee	1	...	...	...	...	...
Muhammadan	6	7	7	1	1	...

63. The strongest elements purely from the point of view of caste are the Brahmins, Banias and Marathas and Kunbis. Of these, the Maratha Brahmins and the Marathas and Kunbis each represent communities closely bound by caste, custom and geographical distribution, whilst "other Brahmins" and "Banias" comprise a number of widely differing castes, in origin mostly foreign to the province, and possessing no such common characteristic as would constitute either of them distinct political entities. It will be noticed that Brahmins were most strongly represented in the second Council when the Swarajists decided to participate in the elections for the first time. The solidity of the Maratha Brahmin element will be realised when it is stated that they then held 14 out of the 24 non-Muhammadan seats in the Berar and Nagpur Divisions. This number is now reduced to 8. The total number of Brahmins shows a heavy fall from 29 in the second Council to 17 in the present Council, justifying the inference that a political consciousness is being evoked in other communities. Even now, however, the higher castes account for over two-thirds of the members elected from general constituencies, and the only challenge, slight though it is, to their predominance, comes from the Maratha-Kunbis who have succeeded in increasing their numbers in the Council and reproduce a powerful element in the electorate. Only one member of the depressed classes has been elected, and that in the first Council when owing to the boycott there was little competition. The number of members nominated from the depressed classes has been raised from 2 to 4 in the third Council, and is made up of 3 Mahars and 1 Chamar.

64. The legal profession provided 17 of the elected members in the first Council, 34 in the second, and 26 in the present Council. Even one of the three Landholders' constituencies returns a pleader. The extent to which other professions and occupations are represented is not easily stated in a country where employment in a single occupation is more often the exception than the rule amongst those who have attained any degree of wealth. The mercantile and banking classes have several representatives. A majority of the members may be designated as land-owners, but outside of Berar, although several members are genuine agriculturists, they represent the interests of the proprietor rather than the tenant. A side-light is thrown on this question by the fact that of 55 elected members all except 8 reside in urban areas.

65. The *liaison* between the Council and local bodies is strong as the majority of the members are or have recently been members of Municipal Committees and District Councils. The holding of office in a local body, and particularly that of Chairman or Vice-Chairman of a District Council, is a natural stepping stone to the Legislative Council. Election to the Legislative Council does not involve resignation of office on a local body, whilst retention of office enables the member to keep in touch with and

retain his grip on his constituency. The Council contains eight Presidents or Vice-Presidents of Municipal Committees, and four Chairmen or Vice-Chairmen of District Councils, and the number of ex-office-bearers is still greater.

66. **Political groups and parties within the Council.**—At the first election in 1920, only two political parties were in existence—the Congress party and the Liberal party. The former abstained from contesting the elections in accordance with the triple boycott programme adopted by the Congress at Calcutta in September 1920. The Liberal party was prepared to give a fair trial to the Reformed constitution, co-operate with the Government and enter the Councils. The membership of the party was, however, small, consisting chiefly of members of the pre-Reform Council, and in consequence, there were few constituencies in which it could put forward a candidate. As a result, out of a total of 53 elected non-official seats, not more than one-fifth were definitely pledged to the Liberal programme, but as they included most of the leading politicians outside the Congress they dominated the deliberations of the Council, and formed the focus of the moderate element which was in the majority in the Council. The statement included as Appendix III attempts a classification of the different elements in the Council, and in the absence of parties the membership of the first Council has been classified by shades of political opinion rather than party labels. It will be observed that the Congress boycott did not result in an entire absence of advanced views within the Council as seven of the members are classed as Extremists.

67. By the end of the year 1922, when the Civil Disobedience Enquiry Committee appointed by the Congress reported that the programme hitherto followed was useless as a political weapon, two sections of opinion developed in the Congress camp outside the Council. The No-change party still pinned its faith to the triple boycott. The other section believed that the boycott had brought the Congress into a *cul-de-sac* from which there was no escape save by a reversal of the ban against entry into the Council. This section constituted itself into a separate party called the Swaraj party in January 1923 and, at the Session of the Congress held at Delhi in September 1923, received sanction to contest the 1923 elections. In the elections they captured 41 seats giving them a clear majority. Their avowed object was to wreck the constitution, but it is doubtful whether the electorate realised the issues involved. A sprinkling of Liberals and Independents completed the non-official membership of the Council.

68. In the Council the Swarajists refused to accept office, threw out the provincial budget of 1924-25, defeated all Government measures, and carried a vote of non-confidence against the Ministers who had been appointed from the minority. The Governor took over the administration of the transferred departments in March 1924. Within 12 months, however, a wing of the Swaraj party led by the Maratha element grew dissatisfied with its barren policy of obstruction. In March 1925 the budget was handled discriminately, though Ministers' salaries were again reduced to Rs. 2 per annum. In August of that year discussions took place between His Excellency the Governor and Dr. Moonje, the leader of the Swarajists, and others, over the question of re-establishing a Ministry in the province. No Ministry resulted, but the discussions revealed a clear division of opinion in the Swarajist camp. The split was brought to a head in October by the acceptance of the office of Executive Councillor by Mr. S. B. Tambe, a leader of the Swarajists and President of the Legislative Council. At a meeting of the Executive Committee of the Berar Swaraj party on the 26th October, to consider what attitude should be adopted towards Mr. Tambe's action, the policy of responsive co-operation was definitely approved. When subsequently at Cawnpore the Congress party reiterated its adherence to the policy of obstruction, the majority of the Berar Swarajists openly revolted in January 1926, and formed a new party pledged to responsive co-operation. In February four leading Berar members and Dr. Moonje resigned their seats on the Council to test the support of the electorate for their change of policy. Three of them offered themselves for

re-elections and were returned at the bye-elections on the Responsivist ticket. In the March session of the Council, however, the Swarajists, acting under orders from their headquarters, rather than in pursuance of a policy which they approved, threw out the first three Budget demands and then walked out of the Council.

69. So far, except in Berar, party discipline had proved sufficiently strong to hold together the different sections of opinion, but it was obvious that at the elections in 1926 the Swaraj party would go into the melting pot. At those elections the following parties emerged :—

- (1) The Swaraj party with its original programme.
- (2) The Responsivist party with a programme of co-operation and acceptance of office combined with obstruction.
- (3) The Liberal party with an unchanged policy.
- (4) The Independent Congress party with a programme in the Central Provinces Hindi districts very little different from that of the Responsivist party.
- (5) The non-Brahmin party formed on communal lines with a policy, so far as it was defined, akin to that of the Responsivist.

When the Council met in January 1927 the Responsivists, Independent Congress party, non-Brahmins and members from the depressed classes united under the title of the Nationalist party. The party numbered 33 members and thus had a majority amongst the non-officials. They adopted a policy of acceptance of office, carried the demand for Ministers' salaries and accepted the offer of Ministership made to their leader and to another member of the party.

70. The Muhammadans in the first Council pursued an independent course. In the second Council, with the exception of one member who definitely supported the Swaraj party, their policy was one of discriminating co-operation. In the third Council *pour parlers* took place between them and the leader of the Nationalist party with a view to their joining the party; but finally, they stayed apart and have remained independent of it ever since. The outbreak of communal disorders has tended to isolate them still more. The Muhammadans, with one exception in the second Council, have always held moderate views, but have no clearly-defined policy or goal.

71. Organization of parties outside the Council.—The Congress party alone has thorough organization. It divides the province into three parts :—

- (1) Central Provinces Hindustani consisting of the 14 Hindi districts under a Provincial Committee with headquarters at Jubbulpore.
- (2) Central Provinces Marathi consisting of the remaining four districts of Nagpur, Wardha, Chanda and Bhandara with headquarters at Nagpur.
- (3) Berar with headquarters at Yeotmal.

These committees are independent of one another, but subordinate to the all-India Congress Committee. Each controls tahsil committees below which, in turn, are village committees in those villages in which the Congress has obtained a substantial footing. Corresponding to the tahsil committees is a town committee for Nagpur. The whole organization is continuously active and not merely at the time of elections. The only organization opposed to this is that of the National Liberal Federation represented in the province by the Provincial Liberal Association. The association is most strongly represented in the Maratha country, but is inactive except at the time of election and does not pervade the whole province in the way that the Congress organization does.

72. Electoral organization.—Electoral organizations do not exist. The electorates, in consequence, have no means of keeping in touch with their representatives, and candidates have to rely on personal organization to secure the attendance of voters at public meetings. The extent to which

Mohiuddin, and the Swaraj party led by Mr. G. S. Gupta and including in its ranks Rao Bahadur N. K. Kelkar, ex-Minister. The party is of the nature of a coalition rather than a single political unit. From the beginning it has been cut athwart by the three territorial groups already mentioned, and has not been always easy to keep together. The members of the depressed classes early withdrew their allegiance, and in April of this year three members from the extreme north of the province proclaimed their secession. On the other hand, no party has emerged in opposition, nor have the seceders joined hands with the Swaraj party, which forms the recognized opposition. Thus the Ministry for the first time in the history of the Council has, in practice, been able to rely on definite and adequate support.

77. Summing up the results so far achieved it may be said that parties have been formed on a political, communal or territorial basis. A difference in policy has been merely a difference in attitude towards the executive Government and no board policy, still less any detailed policy, with regard to the internal administration of the province has taken shape. Where a matter of Government policy is from a political point of view non-controversial, opinion on it has divided on communal or territorial lines. As examples of communal considerations may be cited the demand of the Muhammadans and depressed classes for extension of special facilities for the education of their communities, or for representation on local bodies and committees. Subjects which have aroused territorial jealousy are the University Bill on which the respective claims of Jubbulpore in the north and Nagpur in the south of the province were a material issue, and the financial settlement between Berar and the Central Provinces. The first Ministers had no parties at their back to aid them in the evolution of a definite policy and the long interrégnum during the second Council has left the Ministers appointed in 1927 to commence the task of building a policy, not only from the foundations, but without any materials set ready to their hands.

78. **Party organization in the Council.**—Within the Council the Swaraj party alone is thoroughly organized. It is true that in the second Council it evinced disruptive tendencies, but even then it showed in March 1926, when the party walked out of the Council, that it possessed adequate control over its members, so far as concerted action during a session was concerned. Other parties have their recognized leaders, but the territorial cleavages already mentioned are too radical to admit of unity. In the Nationalist party, at the present moment, the three territorial groups have each their own leader, and in matters such as the allocation of provincial funds to new items of expenditure, each group takes up a different attitude based on local standpoint. Thus, on the subject of irrigation, expenditure on which is chiefly distributed over the north and east of the province, both the Berar and Central Provinces Marathi groups within the Nationalist party advocate a policy of retrenchment, and demand expenditure in the west of the province. The liberty allowed to the individual member in moving motions, and particularly budget cuts, shows that party discipline barely goes outside the four walls of the Council chamber. Each member appears to give notice of motions without consultation with other members and certainly without the approval of the party as a whole. There is, in consequence, much duplication and overlapping, and it has been frequently necessary in the Budget debate to discuss the order in which several cuts on the same subject shall be taken. Even Bills are introduced by members against the feeling of the majority of the party. Thus, in 1925, the leader of the Swaraj party himself rose to suggest to another member of the party the withdrawal of the Slaughter of Animals (Amendment) Bill. That confusion does not result is due largely to the fact that ultimately on almost all subjects there are only two parties, Government and non-official, and even where non-officials do not take concerted action and do not even agree amongst themselves there is always the prospect of their reconciling their differences and combining to show a united front against Government. A further conclusion may perhaps be drawn that the laxity of party organization is an inevitable result of the existence of a large non-official majority opposed to an executive

minority. For three years there were no Ministers, and the ministerial party, formed in 1927, had no clearly-outlined or unitary policy beyond that of generally supporting the Ministry. Even, therefore, in the transferred subjects no party was faced with the necessity of organizing the defence and support of a policy, and no vital need for party organisation existed. Another contributory cause is the comparatively short term of Council Sessions. Members only arrive in Nagpur a day or two before a session and leave immediately on its conclusion unless they are pressed into service on Select Committees. No party keeps a permanent office in Nagpur and in the Council buildings there are no rooms set apart for the use of parties. For the greater part of the year all connection between the individual members of a party is thus virtually severed and even during the session contact is not too easily maintained. The gap is partially bridged by private correspondence on important matters, but this is obviously an inadequate substitute for permanent central control which would eliminate much of the duplication of effort and settle many conflicting claims for precedence. So far as is known no party, except the Swaraj party in the second Council, had until recently appointed even an executive committee. The Nationalist party has now, in 1928, appointed one. The Nationalist and Swaraj parties have appointed whips, but their duties are confined, it is believed, to Council sessions.

79. Government organization in the Council.—Government has never had any organization for the enlistment of support within the Council. No whips have been appointed and lobbying is casual and unorganized. The appointment of Ministers has enabled the executive Government to ascertain on some occasions, but not to influence non-official opinion in the Council. In matters of procedure or arrangement of the order of business Government has always reserved to itself complete freedom. Suggestions from non-official members are always considered and have some times been accepted; but only in one matter, namely, the Budget demand for the salaries of Ministers, has non-official opinion been formally invited as to the order of business. On the first occasion in March 1925 it was uncertain whether there was sufficient support for a Ministry within the Council, and the demand for Ministers' salaries was taken before the other demands out of its usual order after consulting non-official opinion. In March 1926 a similar situation arose, but there was then an open discussion on the floor of the House, on a request formally made by a non-official member before any suggestion had been made by the Government member, that the demand might be taken out of its order. The Government member raised no objection, and the President, after taking the sense of the House, directed that the demand should be presented first. This is the solitary occasion on which a change in the order of business might be said to have been forced on Government.

80. Nomination or Selection to Committees.—The only statutory committee with which the Council is concerned is the Public Accounts Committee. Election to this is by the single transferable vote and all parties have secured representation, except in 1924, when the Swarajists intentionally abstained. Select Committees on Bills have also been representative in character, although the practice of proposing the names of members who have given notice of similar legislation has, on one occasion, had the effect of confining representation territorially to a small area. It is always open to any interests, which are excluded from representation on the Committee as proposed by the mover of a Bill, to move for inclusion of further names. In practice this opportunity is not often used. Objection to the list of members proposed by the mover has never been made in the Council. But in the Berar Legislative Committee, which is a microcosm of the Council, an objection was successfully raised to the inclusion of an official member on the ground, which Government denied, that two of the official members proposed represented the same point of view and experience.

Non-statutory committees such as the Finance Committee and other departmental advisory committees are filled on the advice of the President of the Council. No non-official member is selected for more than two such committees, and membership is distributed evenly throughout the

Council. It is a condition that the President, before making his recommendations, shall consult the leaders of groups.

81. Relations between members of Council and their constituencies.—It has already been observed that electoral organizations do not exist, and there is no other organization expressly formed to maintain a *liaison* between the member and his constituency. In some districts, more particularly in Berar, there are agricultural and other associations of which an energetic member can, if he so desires, take advantage to ascertain the views of a part at least of his electorate. In practice, as there is no force compelling a member to answer to his constituents, the extent to which each member does in fact keep in touch with them depends entirely upon his position and personal character. Thus, one member, who is a wealthy banker, has economic interests which permeate every part of his constituency and enable him to keep informed of all matters of importance. He has occasionally toured in the constituency, and has issued leaflets for the purpose of inviting opinions on a particular matter of general interest. Another member, although a pleader and townsman, belongs to an agricultural caste which is strongly represented throughout his constituency. He is thus in a strong position for ascertaining the grievances of the rural population and this position he strengthens by tours in his constituency and by being always accessible to any member of the electorate. Another member makes a point of addressing meetings immediately after the close of a Council session and explaining what has been done thereat. At the other end of the scale is a member for rural constituency who has never been more than seven miles outside the town in which he resides except for the purpose of his legal practice or during an election, and who is practically unknown even by sight to his constituents. Between these two extremes is the more numerous type which does not seek opinions outside the educated minority and is influenced by a small coterie of wire-pullers. Such a member may take pains to retain the good-will of influential malguzars and others who command a large number of votes. But his information is derived almost entirely from his fellow townspeople and only at second hand if at all from the rural areas. As regards the urban constituencies several members are reported never, since the elections, to have visited towns which form part of their constituencies.

82. In spite of the lack of touch between member and constituency, the former might be said to represent their views of the electorate if he had been elected on a definite political programme. Unfortunately the platform, on which most members are elected, has no reference to local needs and aspirations. Indeed in the case of Swarajist candidates the programme is that adopted by the Congress, and a Swarajist member, asked his opinion upon a particular matter, refers not to his electorate but to the Congress. The Congress thus acts as a barrier between him and his constituency, and if it is said that he represents the views of the electorate inasmuch as he secured their votes on the Swaraj programme, it is equally true to say that the electorate, once it has returned him to the Council, has surrendered the power to influence him. It is possible that he will, in practice, prove a medium for the ventilation and redress of local grievances. But there is no guarantee that he will do so, whilst if the wishes of his constituency conflict with the mandate of his party it is the latter that must be obeyed.

83. It is only with the present Council that signs of real improvement have become apparent. In the first Council the members themselves were inexperienced and had to learn themselves before they could think of undertaking the task of educating the electorate and creating a permanent nexus between them and their constituents. In the second Council the complete absence of constructive work owing to the Swarajist majority reduced public interest in the Council and gave a decided check to the growth of the principle of the responsibility of the member to his constituency. With the Swarajist grip broken and the Council composed of several small groups, none possessing the semblance of a majority, the necessity of retaining the confidence and support of the electorate has become apparent. The groups which in the Council now coalesce in support of the Ministry may equally oppose one another at election. None of them can

therefore, rest content with the work which the coalition may achieve but must be able to demonstrate its own share therein. Already, although the Council has not half run its course, it is reported that defeated candidates are engaged in strengthening their position in their constituencies, and this must inevitably react upon the sitting members. It is, therefore, not improbable that the development of relations between member and constituency, and in consequence the political education of the electorate will proceed at a much more rapid pace in the future than in the past.

PART IV.—LEGISLATION.

84. **Government legislation.**—The province has possessed a separate legislative machinery for a period of over 14 years. Prior to 1914 local legislation was enacted by the Imperial Legislature. In that year the first Provincial Legislative Council was constituted, and it functioned for a period of exactly six years from August 1914 to August 1920. The Reformed Council which replaced it first met in January 1921 and has, therefore, at the time of writing, already exceeded by over one year the life of its predecessor. A comparison of the important legislative achievements of the two Councils is not without interest. In six years the pre-Reform Council placed the following Acts of importance upon the statute book :—

1. The Central Provinces Land Alienation Act.
2. The Central Provinces Land Revenue Act.
3. The Central Provinces Tenancy Act.
4. The Central Provinces Canal Management Act.
5. The Central Provinces Local Self-Government Act,
6. The Central Provinces Village Sanitation and Public Management Act.
7. The Central Provinces Village Panchayat Act.
8. The Central Provinces Slaughter of Animals Act.
9. The Central Provinces Primary Education Act.
10. The Central Provinces Medical Registration Act.
11. The Central Provinces Court Fees Act.
12. The Central Provinces Excise Act.

Against this record the Reformed Council can show the following results :—

1. The Central Provinces Municipalities Act (II of 1922).
2. The Nagpur University Act (V of 1923).
3. The High School Education Act (III of 1922).
4. The Central Provinces Court Fees Act (I of 1923).
5. The Indian Stamp (Central Provinces Amendment) Act (II of 1923).
6. The Central Provinces Weights and Measures of Capacity Act (II of 1928).
7. The Central Provinces Consolidation of Holdings Act (VIII of 1928).
8. The Central Provinces Borstal Act (IX of 1928).
9. The Central Provinces Children Act (X of 1928).

The difference between the output of the two Councils is striking. Examination of the dates of the Acts passed by the Reformed Council reveals at least one reason for the paucity of its achievements. Between the Nagpur University Act (Act V of 1923), passed on March 9th, 1923, and the Central Provinces Weights and Measures of Capacity Act (Act II of 1928), there is, for nearly five years, a complete blank. This period of sterility dates from the domination of the Council by the Swaraj party.

85. A complete statement of Government legislation is included as Appendix IV. Only two measures involving taxation appear in it. These are the Central Provinces Court Fees Act and the Indian Stamp (Central

Provinces Amendment) Act. Of these, the first named was placed before the Council in March 1922. It provided for an enhancement of Court-fee for the purpose of increasing the public revenues during a period of financial stringency. The Council was not convinced that the provincial purse was so depleted as to render this additional source of income necessary, and the measure was postponed together with the corresponding Bill for the enhancement of stamp fees. But eight months later the Council was satisfied that the situation could not be met by retrenchment and passed both measures. They were valid for a period of slightly over 3 years and, when they lapsed, Government did not move for their extension. Nothing in the shape of direct taxation has been made the subject of legislation. The nearest approach to it is contained in the Central Provinces Settlement Bill in which are embodied the principles on which the enhancement of land revenue should be undertaken. This Bill was placed before the first Council in 1923, but in January 1924 the new Council refused to take it into consideration and passed a motion for re-circulation. Government thereupon dropped it. It was again placed before the Council in August 1927 in response to a non-official resolution. The Bill is still pending and it cannot definitely be said what the final attitude of the Council towards it will be. But the criticism which it has undergone, and which on other occasions, such as budget debates, has been made on the settlement policy of Government makes it clear that non-official opinion unhesitatingly demands a reduction rather than an enhancement of the present settlement rates. So far, therefore, as the attitude of the Council towards taxation can be judged, it appears that it would be difficult for Government to secure its consent to any measure involving enhancement or even re-distribution of taxation. The Council has proved itself willing to enhance the powers of local self-governing bodies to impose taxation, but as the power to tax is only one step towards actual taxation and as the exercise of the power lies outside the scope of the Council, it cannot be inferred that the Council itself would readily face the unpopularity attaching to any form of taxation. No legislative measure for the development of the resources of the province or for increasing the provincial revenues by any other means has been placed before the Council.

86. No Government Bill directly affecting particular communities has been put before the Council. Communal considerations have been imported into the discussion of Bills by which communities are indirectly affected. Thus, the Nagpur University Bill gave rise to a demand for Muhammadan representation, and in January 1923, the Muhammadan members supported a motion for postponement of consideration of the Bill mainly on this ground. Similar claims to special representation have been advanced by the depressed classes. The discussions have proceeded without rancour, and these communities are in such a minority within the Council that they are unable to enforce their claims against opposition. It has been reserved for non-official legislation, discussed later, to provoke communal antagonism in a more acute form.

87. The greatest achievement of the Council has been in the spheres of education and local self-government. The important Bills in these departments were all passed by the first Council which treated all Government measures with moderation and sympathy, whilst the subjects of the Bills were themselves such as to commend them to the non-official element in the Council. A noticeable feature of the University and High School Education Acts was the large measure of control over education which they conferred on bodies independent of the Council's control. The Council has always been reluctant to confer powers on the executive government, but had, at the time, no objection to devolution of power over a transferred subject to bodies composed largely of non-officials. The full implications were perhaps not realized at the time, as subsequently there have been various attempts to bring pressure to bear on the authorities thus constituted, and several non-official Bills for amendment of the High School Education Act have now been tabled.

88. Not a single Government Bill has been rejected on its merits. In 1924, all the measures placed before the Council were rejected, almost

without discussion, and with no reference to their merits. In face of this attitude Government did not undertake any legislation again until 1927, after the appointment of Ministers. As a general rule Government refrains from fresh legislation on controversial matters owing to the responsibility of carrying any measure except by consent. The only controversial measure that has been presented to the Council is the Central Provinces Settlement Bill. The Bill is still in select committee and it cannot yet be said what shape it will finally take.

89. A feature of recent legislation has been the attempt of the Legislative Council to fetter the discretion of the executive by the insertion of provisions requiring that rules framed by the executive shall either require the previous approval of, or be subject to revision by, the Council, or at least be placed before the Council and not put into operation until the Council has had an opportunity to criticise them. In the Children Bill, an official measure, an amendment requiring the approval of the Legislative Council to rules was put in by a non-official member, but sanction to move it was refused by the Governor General in Council. A non-official Bill to regulate cotton and grain markets in Berar included a similar provision, whilst it has been suggested that in the Central Provinces Irrigation Bill, an official measure, not yet submitted to the Governor General in Council for preliminary sanction, a clause should be inserted requiring proposed rules to be tabled in the Legislative Council and not brought into force until the conclusion of the session next following after they are tabled.

90. A variation of this form of control emerged in the discussion on the Settlement Bill when one member quoted with approval the recommendation of a committee appointed by the Bombay Government that a Standing Advisory Committee of the Legislative Council with a non-official majority should be appointed to examine all proposals for the revision of settlements, and that if its recommendations are not accepted by Government, the proposals should not be put into force unless the sanction of the Legislative Council is obtained. This theory of "government by committee" finds frequent expression in resolutions of the Council. Although it derives its immediate inspiration from distrust of an irresponsible executive it emerges in other spheres also, such as local self-government where, in spite of the absence of official control, it is a commonplace that progress is hampered by the unwillingness of local authorities to delegate powers to individuals or to sub-committees.

91. *Non-official legislation.*—No non-official Bill was introduced in the first Council, and it was not till the second year of the second Council, when the Swarajist policy of complete obstruction had been partially abandoned, that notices of three Bills were given by members of that party. Of these, one was withdrawn immediately after introduction, and the remaining two lapsed as the refusal of the party to form a Ministry and their revival of the policy of obstruction and abstention in the budget session of March 1926, reduced business to a minimum, and no further session was held before the dissolution of the Council. It was, therefore, not until the third Council had met in January 1927, and a Ministry and a ministerial party had been formed that non-official members commenced constructive work in the sphere of legislation. Within 12 months 18 non-official Bills were introduced, as shown in the statement contained in Appendix V. Two Bills, Mr. M. K. Siddiqui's Bill to amend the Interest Act XXXII of 1839, and Mr. T. J. Kedar's Prevention of Hindu-Muslim Disputes Bill, could not be introduced as they failed to secure the previous sanction of the Governor General. As one at least of these two Bills deals with a matter which has recently assumed great importance, they are included in the discussion of legislation which follows, although the attitude of the Council towards them cannot be determined.

92. Of the total number of 23 Bills here considered, 21 are Bills for the amendment of existing Acts, and two only are original Acts. Of these latter, one is the disallowed Prevention of Hindu-Muslim Disputes Bill and the other the Central Provinces Opium Smoking Prohibition Bill. The last-named owes its inspiration to the official Madak Smoking Bill, which was

thrown out without reference to its merits in 1924, and differs from it only in that it substitutes complete prohibition for severe limitation. Practically, therefore, non-official legislation may be said to have confined itself to the criticism of existing policies, and not to have embarked upon any new line for itself.

93. Seven of the Bills, including the two disallowed, relate to reserved subjects. Of these, three are concerned with the cognate subjects of land revenue and tenancy legislation. The only point of interest in them is the desire to emancipate occupancy tenants from restrictions on transfer. It was recognized by the House that any alteration in the status of the tenantry was a matter of fundamental importance to the landlord and tenant classes, whose interests were not always the same, and that these classes must be fully consulted before further consideration of the Bills. One representative of a rural constituency stated that the tenants' interests were unrepresented in the Council as although members were elected on the suffrage of the tenantry it was given in accordance with the mandate of the landlord, and it is the landlord and not the tenant who is elected. This accusation was repudiated by other members, and although in membership of the Council tenants are in fact practically unrepresented, the debate did not disclose an unchallenged preponderance of the landlord interest.

94. The four remaining Bills relating to reserved subjects all raise communal questions. Mr. M. K. Siddiqui's disallowed Bill concerns only the law of interest as it applies to Muhammadans and provokes no antagonism in other communities. The remaining Bills directly raise matters of communal dissension. The Bills are :—

The Central Provinces Slaughter of Animals (Amendment) Bills (2).

The Prevention of Hindu-Muslim Disputes Bill.

Central Provinces Slaughter of Animals Act was enacted by the pre-Retorm Council for the purpose of controlling the wholesale slaughter of animals for the hide market. This trade was carried on by butchers on a large scale outside municipal limits and in consequence entirely unregulated. The amending Bill, moved in August 1925, sought to amend the definition of "slaughter-house" so as to permit any municipal committee within which horned cattle are slaughtered to control, limit, or even possibly prohibit their slaughter. The Bill was withdrawn after mention of the Unity Conference of Delhi at which it had been agreed between the Hindu and Muslim communities that matters affecting the religious susceptibilities of either community would not be made the subject of legislation. Two years later, on August 9th, 1927, the same Bill was brought before the Council by a Jain member. Introduction was permitted, and the mover then moved that the Bill be taken into consideration at once. This motion was moderated later in the debate to reference to a select committee, but a motion for circulation, moved by the leader of the House in conformity with the established practice for dealing with important and controversial measures, was rejected by a solid Hindu vote, and the motion for reference to a select committee carried without a division. The debate was unfortunately affected by the intense communal feeling which prevailed at the time.

95. The Prevention of Hindu-Muslim Disputes Bill was sponsored by the Hindu leader of the Central Provinces Marathi districts group in the Council. In this Bill the mover proposed to cut the Gordian knot by a statutory declaration of a right of playing music before mosques at all times and by the prohibition of the slaughter of cows and bullocks. The outstanding features of the solution were its simplicity and the appeal that it would make to a Council in which the Hindus are in a clear majority.

96. The 16 Bills relating to transferred subjects fall under three heads :—

Local Self-Government	...	10
Education	...	5
Social reform	...	1

Of the 10 Bills in the first category six are concerned with amendment of the Municipalities Act, two with amendment of the Local Self-Government Act and one with amendment of the Village Panchayat Act, whilst the

last proposes repeal of the Village Sanitation and Public Management Act. The substitution of popular for official control is a marked feature. Thus, one Bill (VII of 1927) proposed the exclusion of officials from nomination to municipal committees. Another (II of 1925) proposed the disqualification of all magistrates from election, a measure aimed particularly at Honorary Magistrates who, being appointed by the executive government, are considered to represent official views. The repeal of the Village Sanitation and Public Management Act is sought, because the panchayats constituted thereunder are under official control, whilst panchayats established under the Village Panchayat Act are directly controlled by District Councils; whilst another Bill (XVII of 1927) seeks to super-impose the control of the Ministry of Local Self-Government also. The Minister would thus replace the Deputy Commissioner in the control of panchayats.

The five Bills relating to education all seek to amend the High School Education Act. In discussing official legislation it was observed that the Council did not perhaps realize, at the time of passing the University and High School Education Bills, the extent to which the control of education was being devolved to independent authorities. This conclusion is reinforced by the fact that four of the five Bills to amend the High School Education Act aim at a revision of the constitution of the High School Education Board. The Board has, since its inception, set itself to the task of maintaining a high standard of examination, and the desire to alter its constitution betokens a conviction on the part of non-official members of the Council that this standard, which educationists consider to be the irreducible minimum, is unnecessarily severe. The fifth Bill also indicates a desire for relaxation of control as it aims at the admission of private students to examinations held by the Board.

97. The only Bill which aims at social reform is the Opium Smoking Prohibition Bill. It makes no attempt to limit the use of opium except for smoking, and differs only from the government Madak Smoking Bill in degree. Some interest attaches to it from the fact that the mover was a member of the party which rejected the Madak Smoking Bill in 1924, though admittedly on a constitutional issue and not on the merits of the Bill. The two Bills illustrate the official attitude of caution and the non-official belief in radical action in effecting social reform by legislation.

98. A general review of the attitude of the Council towards legislation would be incomplete without a reference to its attitude towards select committees. By an established convention reference to a select committee is interpreted as a commitment on principles. This convention has not been faithfully observed. The Slaughter of Animals (Amendment) Bill (XIX of 1927) was referred by the Council to a select committee, but the select committee recommended postponement of the Bill. The recommendation suggests that the Council acted hastily in accepting the principle of the Bill and might welcome a *locus penitentiae*. The circumstances of the select committee were, it is true, peculiar. It met after the Nagpur riots when the existence of communal tension could no longer be disputed, and the Bill was bound to be interpreted by at least one section of the House as a piece of communal legislation. Only two of the Hindu members attended, and the decision of the select committee was made on the casting vote of the Chairman.

99. The lack of established conventions in regard to select committees may be further illustrated by two examples. A member of the select committee on the Central Provinces Borstal Bill did not appear at its meetings or sign its report. Later when the report was presented to the Council he moved a number of amendments of which no mention had been made in the select committee and of which notice had been given so late that there had not been time to obtain the sanction of the Governor General. The other example is that of the Consolidation of Holdings Bill, to which amendments were tabled by a member of the committee who had attended its meetings and signed its report without dissent.

Another example of a Bill in select committee is interesting as although it exhibits little or no departure from convention, it illustrates the extent to

which opinions change within the Council. In 1922, when the Municipalities Act was enacted, the English practice of selection of aldermen to a municipal committee was accepted without question by the Council. In March 1927, Bill No. VII of 1927, which proposed to expand the field of selection to all municipal residents, was introduced by a non-official member. In the select committee to which the Bill was referred, a member proposed as an amendment, that selection should be entirely abolished; and when this was ruled out of order he did not record a minute of dissent, but introduced a Bill embodying his proposal, and moved that it should be referred to a select committee. In the Council, although one section supported him, others were not wanting to denounce this departure from established principles, and the demand for reference to select committee was eventually rejected.

PART V.—THE RELATIONS OF THE LEGISLATURE WITH THE EXECUTIVE.

100. The duration of Council sessions is fixed by the Governor before the session commences, and alterations of the dates during the session have occurred rarely. In 1922, when the discussion on the Nagpur University Bill was postponed, the Council was prorogued, as the members did not appear anxious to take up the remaining non-official business, namely, resolutions, which were fixed for the remaining days of the session. Again, in March 1926, when the Swaraj party walked out of the House and took no further part in the debate on the Budget, the Council was prorogued immediately on the conclusion of the official business. In March 1927, an extra day was added at the end of the session as members claimed a *dies non* on the day before Holi which fell in the session. This is the only occasion on which a session has been extended. On two occasions requests for extra days for the discussion of certain non-official business have been made but neither was granted.

101. No occasion has arisen for the exercise by the Governor of the powers of certifying legislation under section 72-E of the Government of India Act, of withholding assent to legislation under section 81, or of returning a Bill for reconsideration or reserving it for the consideration of the Governor General under section 81-A.

102. The previous sanction of the Governor General has never been refused to a Government Bill. Inconvenience occasionally results from the necessity of obtaining sanction to amendments proposed to such Bills. One example occurred in the proceedings on the Nagpur University Bill, numerous amendments of which were proposed to be moved by non-official members, and proceedings had to be postponed for some time to enable the proposed amendments to be submitted to the Governor General for sanction. A more recent instance occurred in the passage of the Central Provinces Borstal Bill. Notice of amendments was given at a stage which precluded the possibility of a reference to the Government of India in time to proceed with the discussion of the Bill during that session. The local Government has no power to decide that an amendment is unobjectionable, even if it clearly conforms to principles already accepted, nor can it in any circumstances assume the sanction of the Governor General.

103. In the case of non-official Bills the Governor General's previous sanction was accorded to seven and refused to six. In the case of five Bills the local Government recommended that sanction should be

refused and the reasons are given below. To one Bill the Governor General refused sanction against the recommendation of the local Government.

<i>Bills.</i>	<i>Reasons.</i>
Mr. R. A. Kanitkar's Bill to impose limits on the age of marriage; and Mr. M. P. Kolhe's Hindu Child Marriage Bill. Dr. Moonje's Students' Drilling and Musketry Training Bill.	The subject was one which should be reserved for all-India legislation. The Bill was of an impracticable nature and it was unsuitable that an individual province should embark on a military policy of its own.
Mr. E. Raghavendra Rao's Central Provinces Legislative Council (Witnesses) Bill.	It had wider application than the Bengal and Bombay Acts on the subject, and aimed at standardization of the antiquated mode of trial by impeachment.
Mr. M. K. Siddiqui's Bill to amend the Interest Act XXXII of 1839.	The local Government recommended sanction. The Government of India refused without stating any reason.
Mr. T. J. Kedar's Prevention of Hindu-Muslim Disputes Bill.	The Bill raised questions affecting communities and of more than local importance.

Altogether 29 Bills have become Acts after receiving the assent of the Governor General; two of these were non-official Bills.

PART VI.—THE INFLUENCE OF THE LEGISLATURE.

104. **Interpellations—Procedure.**—As soon as a notice of a question is received, it is submitted to the President with a note by the Secretary on its admissibility. If the question is admitted a copy with a spare copy is sent to the Secretary of the department concerned for an answer to be prepared.

Formal corrections are made either by the President or the Secretary, but if, owing to the disallowance of a part of the question as not being in accordance with a Rule or Standing Order, the remainder of the question is rendered unintelligible, it is returned to the member for correction and re-submission. In all cases copies of questions with final orders are sent to the members concerned.

No instances have occurred of the Government moving for disallowance of a question. If Government considers it to be contrary to public policy to give an answer a reply is made to that effect. All admitted questions have been answered with the exception of 16 questions at the close of the March session of 1927, the answers to which were sent privately to the members making the questions.

105. **Starring or other procedure for questions and supplementary questions.**—Questions which the President considers to be of public importance are starred. Such questions and answers are put and answered in full. The starring of questions has nothing to do, as in some Councils, with the asking of supplementary questions. The procedure in respect of questions and supplementary questions is that copies of questions and proposed answers are made available to members the day before the questions are to be asked. In Council one hour is allotted to questions. The President reads out the number only of each question in serial order, omitting that for which the member responsible is absent. If no member rises to ask a supplementary question the question is taken as answered by the printed answer already supplied. Occasionally supplementary questions have been put by official members in order to bring out a point on which some obscurity has remained or a false impression has been created as a result of the answer given to supplementary questions put by non-official members.

106. A statement is included as Appendix VI showing the number of questions disallowed annually with an analysis of the reasons for disallowance. No occasion has arisen for the disallowance of a question under

Council Rule 8 (2). The principal grounds on which questions are disallowed are that they do not come within the sphere of the Legislative Council in that they relate to matters which are not primarily the concern of the local Government or which are not of public interest or concern. It will, however, be observed that the number disallowed for containing defamatory statements is disproportionately high. This ground enters largely also into partial disallowance. The percentage of disallowance works out at 17.7 and 6.7 in the second and third Councils, respectively. Figures for the first Council are not available.

107. Questions on Central Subjects.—Questions concerning Central subjects but asking for information on matters of local importance are admitted by the President. The department most affected is the department of Posts and Telegraphs. The department elects whether it will give a reply; and if it does so, the reply is given on the responsibility of the department and not of the local Government.

108. The number questions answered in each year of the Council is as follows :—

—			Number of days on which questions were asked.	Number of questions for which answers were prepared.	Number of questions answered.	Number pending or lapsed at the close of session.
1921	...	...	30	1,915	1,915	...
1922	...	...	14	793	73	...
1923	...	..	15	740	740	...
1924	...	...	6	171	171	...
1925	...	...	12	781	781	...
1926	...	...	7	515	370	4
1927	...	...	22	1,424	1,275	336
1928 (up to March)	...	...	13	793	438	...

The burst of vigour in 1921 is remarkable in a new Council possessed neither of traditions nor organized relations with constituencies. The present Council was, at the outset, extremely prolific of questions, and for the first time in the history of the Council questions remained over for want of time at the close of the session of March 1927. A large proportion of the questions asked are of extremely limited local interest and in January 1928 the Governor in his address to the Council pointed out the desirability of members, in their own interest, exercising moderation in this respect. The preparation of answers throws a considerable burden on the administration and the inclusion of matters of purely parochial and ephemeral interest interferes with the more important business of the Council and unnecessarily cumbers the printed proceedings.

109. A close analysis of the questions asked shows that attention is periodically directed to different departments of the administration and an intense musketry fire of questions is often a prelude to salvoes of heavy artillery in the budget debate. An unvarying feature of every session is the number of questions regarding the services. Grievances of individuals on the smallest detail of salary or allowance, transfer or appointment secured ventilation in this manner. The underlying motive for this class of question is patronage rather than the desire for information, but the effect on transferred as well as reserved departments has so far been negligible. Many of these questions are tinged with communal jealousy, more especially in recent sessions since Hindu-Muslim tension became acute.

110. In the first Council the proportion of questions asked solely for the purpose of obtaining information was large. With increasing experience this class of question has steadily diminished and has now almost entirely

disappeared, and questions are used as a medium for criticising the policy or administration of Government, and particularly for airing local grievances. So much is this so that not infrequently a member will ask for information on a matter of which he himself, in the capacity of a member of a local body or even an advocate engaged in a suit against Government, has as much or more intimate knowledge than is possessed by Government.

111. The effect of questions on Government is not easily stated. Complaints with regard to details of administration rarely result in any action as such action would amount to interference with local officers, which would only be justified in extreme cases. On the other hand the cumulative effect of a number of questions all bearing upon a particular administrative matter, such as the appointment of honorary magistrates, impels Government to review its whole policy. The administration of the Arms Act may be cited as another instance in which, largely as a result of the number of questions asked with regard to individual cases, Government revised its instructions and brought them more into line with the non-official view. The indirect effect of questions upon Government is still greater. Executive officers in every department are continuously faced with the necessity of giving chapter and verse for every action. The result may be summed up as a more orderly disposal of business, and a better appreciation of the non-official view achieved with some sacrifice of initiative.

According to present practice the reply proposed to be given to every question is prepared in the Secretariat, and is approved firstly by the Member or Minister in charge of the subject to which it refers, and finally by His Excellency the Governor. It follows that questions bring the whole Government into much closer touch with all branches of the administration and draw its attention to matters which, in pre-Reform days, would not have reached the ears of even the head of the department.

112. Resolutions.—The tabular statement included as Appendix VII contains a complete account of all resolutions moved since the inception of the Council. At first Government used to publish *communiqués* showing what action had been taken by it on each resolution, but this practice was abandoned in 1925. It was found that these *communiqués*, issued shortly after the resolutions had been dealt with by the Council, did not, and could not, present a complete picture of their effect upon the policy of Government. Occasionally resolutions have precise and clearly-defined objects, such as the appointment of an *ad hoc* committee, and Government can either accept or reject the recommendation made. More often they are of a general character and wide scope, and it is impossible either that they should exercise their full influence on Government directly and immediately, or that Government should be able at once to define its policy thereto. Sometimes they are loosely worded and can be, and are intended to be, carried out only in spirit and not literally. Sometimes also, as in the case of the resolution for the abolition of Mahar "baluta", it is only the cumulative weight of several resolutions and budget cuts that finally impels Government to adopt a radical change of policy.

113. A summary of the resolutions dealt with by each Council is given below :—

	Number of resolution—				Total.
	withdrawn.	lost.	Passed		
			without division.	after division	
First Council (1921—23)	122	62	41	21	246*
Second Council (1924—26)	11	2	11	12	36
Third Council (1927-28)	5	3	9	13	30

*Excludes two which were adjourned and never decided.

The principal causes of the enormous number of resolutions tabled in the first Council were the inexperience of members and the lack of combination, or of some organization for sifting out and distributing material, owing to the non-existence of parties. Many were little more than questions to elicit information or a statement of policy, and were withdrawn after the briefest discussion or explanation by Government. In the second Council the number was abnormally small as the Swarajist policy of obstruction prevailed and business was reduced to a minimum. The questions raised were also in the average more important and far-reaching, and evoked more lengthy discussion.

114. Since 1924 three resolutions only have been disallowed by the Governor under Legislative Council Rule 22. All were on the same subject and were disallowed on the ground that they related to matters not primarily the concern of the local Government. Two asked for full responsible Government and one for a committee to enquire into the working of dyarchy. On the other hand, several resolutions which could have been disallowed were allowed. As instances may be cited three resolutions relating to the Nagpur University, one dealing with factory legislation, and one asking for removal of the prohibition against an individual residing in Mexico from entering India.

115. In addition to many resolutions of purely local interest—of which the most recent example is the resolution regarding the forest rates for grass in the Morsi Circle (serial number III-25), an area of a few square miles only in one of the Berar districts—there are no less than 49 resolutions which raise questions in which either the Central Provinces or Berar alone is concerned. Members from the part of the province which is not affected usually abstain from the discussion but not from voting.

116. The desire to extend the influence of the Council in the executive sphere is a marked feature. Thus, there are resolutions recommending the appointment of permanent committees—

- (1) to advise on the appointment of honorary magistrates,
- (2) to advise district officers,
- (3) to settle disputes over land in the village-site,
- (4) to estimate the outturn of crops for the purpose of famine relief.

Ad hoc committees, especially for enquiry into alleged grievances, are still more popular. Important committees which have been constituted in response to resolutions are:—

The Retrenchment Committee.

The Sim Committee for the allocation of Berar revenues.

The Irrigation Committee.

The Depressed Classes Committee.

On the other hand Government has always refused to comply with demands for the appointment of committees to enquire into allegations of personal maladministration such as the ill-treatment of political prisoners, or the administration of district officers.

117. Communal matters had little notice in resolutions during the first two Councils. At the outset in March 1921 two resolutions for enquiry into the condition of the depressed classes were moved by members of those classes and resulted in the appointment of a committee. Resolution for the appointment of members of local bodies and honorary magistrates from the depressed classes also commanded the sympathy of the Council. A resolution that depressed classes should be allowed the use of public wells was lost in November 1921 but a still wider resolution was passed in August 1923. A similar change of attitude occurred in 1924 when a resolution for the preferential admission of members of the depressed classes into the Patwardhan High School, Nagpur, which had been lost in 1922, was passed by an overwhelming majority in March 1924. Summarizing the result of the resolutions it may be said that the Council recognized the problem of the depressed classes and was sympathetic to their claims, although the representatives of these classes in the Council complained that only lip service was given to the principles embodied in the resolutions

adopted. The complaint is in some measure due to the fact that opinion within the Council is considerably in advance of public opinion outside.

Resolutions dealing with Hindu-Muslim disputes were rare. One resolution for the prohibition of the slaughter of cows and buffaloes in the first Council was withdrawn. Recently the strained relations between the two communities introduced some warmth into the discussion of a resolution moved by a Hindu member in January 1928 for the remission of the sentences of the prisoners in the Arvi riot case, who were Hindus, and the question was decided by the Hindu majority in the Council.

118. On political and constitutional matters the attitude of the Council has been moderate. During the first 2½ years of its life the Council passed one resolution only for the more considerate treatment of political prisoners. In August 1923 the Nagpur flag agitation produced four resolutions, of which three demanding cancellation of the prohibitory order issued by the District Magistrate, withdrawal of pending prosecutions and unconditional release of prisoners were passed, whilst the demand for appointment of a committee to enquire into allegations of ill-treatment of prisoners was lost. The demands were not unnatural seeing that the agitation was carried on just outside the very doors of the Council Hall, and no less than 1,600 prisoners were admitted to the provincial jails as a result of this agitation.

In the last two Councils only two resolutions, directly political in aim, have been discussed by the Council. The first, approving of the boycott of British goods, was adopted by a big majority in March 1924. The second was the resolution expressing want of confidence in the Statutory Commission which was carried without a division in January 1928. For the last four years neither local nor external political agitation has aroused sufficient feeling to demand discussion by means of a resolution within the Council.

119. Resolutions professing a desire for retrenchment have been numerous and have nearly always taken the form of a demand for the abolition or amalgamation of superior posts in Government service. Amongst posts sought to be abolished are—Commissioners of Divisions, Assistant Inspectors of Schools, Commissioner of Excise, Superintending Engineers and the Chief Conservator of Forests. These resolutions reflect a general feeling, frequently expressed in budget discussions also, that the administration is top-heavy and that expenditure on higher supervision is a waste of public money. The demand for abolition of posts went hand-in-hand with the demand for Indianization, another method for cheapening the administration. The widest resolution of this nature called for the cessation of all recruitment in the British Isles whilst others were limited to the Indianization of specific posts. Pressure has also been brought to increase promotion from the lower to the superior services—another phase of the belief that the higher posts do not demand special qualifications or ability.

120. **Motions for Adjournment.**—Three motions for adjournment have been disallowed by the President of the Council under Legislative Council Rule 11. They were :—

1. R. B. R. V. Mahajani's motion in March 1923 to discuss Government's non-compliance with the Council's recommendation for appointment of an Indian Secretary.
2. Mr. N. Y. Deotale's motion in March 1927 to discuss famine conditions prevailing in the Nagpur Division and Government's indifference towards it.
3. Mr. K. P. Pande's motion in March 1928 to discuss the serious economic situation arising in the north of the province on account of the failure of the crops.

No motions for adjournment have been disallowed by the Governor under Legislative Council Rule 22 (2).

121. Four motions for adjournment have been allowed to be brought and discussed in the Council. They were :—

1. Mr. M. R. Dixit's motion in November 1922 to discuss the extreme desirability of taking steps to carry out the unanimous recommendations of the Retrenchment Committee so far as lies within the jurisdiction of the local Government.



2. Mr. Ravi Shanker Shukla's motion in March 1924 to discuss the failure of the Government to answer satisfactorily the interpellations of Choudhary Daulatsingh in regard to the alleged dispersal of the kisan and malguzar sabha at Burman in Narsinghpur district by the orders of Mr. Abdus Sattar, Extra-Assistant Commissioner, Narsinghpur.
3. Dr. B. S. Moonje's motion in March 1925 record the opinion of the House that the report of the Reforms Enquiry Committee is inadequate, disappointing and retrograde.
4. Mr. B. G. Khaparde's motion in March 1927 to discuss the failure of the Bengal-Nagpur Railway Company to maintain an efficient passenger and goods traffic within this province and the consequent great inconvenience and risk caused to the public.

122. The first of these four motions was of an unusual nature as it involved no hostile criticism of Government and merely sought to recommend to Government that there should be no delay on their part in implementing the recommendations of the Retrenchment Committee. In fact the motion did not fall within the category of a matter of urgent public importance, and the procedure was employed merely as a device to secure priority for the discussion of a resolution without recourse to the ballot. The motion was discussed amicably until 6-20 p.m. and the Council then adjourned without any formal motion being put.

The second motion to discuss an incident in the administration of the Narsinghpur district was also handled in an unusual manner. Towards the end of the debate a member sought to put a substantive resolution condemning the action of Government in respect of the incident. The President ruled in effect that the only matter before the House was the adjournment, and that no other motion could be made. On the conclusion of the debate by the Government Member the President ruled that nothing further could be said. An attempt was made to press the proposed resolution and no alternative was offered. The President thereupon adjourned the Council without putting any motion to the House.

The third motion expressing disapproval of the majority report of the Reforms Enquiry Committee was supported by all sections of opinion in the Council except the Muhammadans. Non-officials held the floor except for the space of one minute during which the Leader of the House explained that Government was not in a position to discuss the report both because members of Government had not had time to study it, and because it would be improper to express views in the Council on a matter the decision of which rested with superior authority. The closure of the debate was moved and carried shortly before 6 p.m., and the motion was carried without a division.

The fourth motion which arose out of a railway strike at Kharagpur in another province was withdrawn by the mover after discussion on an explanation by the Government Member that Railways is a central subject and that the seat of the trouble lay outside the jurisdiction of the provincial Government.

123. The net result is that only one motion for adjournment has been carried against Government and that on a matter with which the local Government was not primarily concerned. In fact, the procedure has been little understood and the implications of such motions have not been realized. Many resolutions have been discussed at much greater length and with far more heat than these motions for adjournment.

124. **Standing Orders.**—The Standing Orders of the Legislative Council have been altered on four occasions by the Council under section 72-D (6) of the Government of India Act in 1921, 1923, 1925 and 1928.

One alteration only has been the result of an amendment of the Legislative Council rules. This was Standing Order 73. In 1925 this Standing Order was altered by the Council so as to permit of a formal address to the

Governor being moved and carried in the Council. The amendment of the Legislative Council Rule 24-A followed and rendered a greater part of this Standing Order unnecessary. With this exception all alterations of the Standing Orders have been voluntary.

125. A complete statement of the alterations made from time to time is included as Appendix VIII. The alterations have, in general, improved the procedure of the Council. For instance, the alterations to Standing Orders 26 and 28, which now rule out discussions on a point of order or a motion for leave to withdraw, give power to the President, the want of which had, on several occasions in the past, hampered the business of the Council. On the other hand, the alteration of Standing Order 35 retards the disposal of non-official Bills, which cannot now be taken into consideration or referred to a select committee immediately after introduction.

126. The tendency of alterations made to the Standing Orders has been to curtail or even infringe the rights of the executive Government. Thus Order 14 (2) requires the executive to furnish answers to questions one clear day before the question is actually put on the floor of the House. This alteration was agreed to by Government in 1921 before the effect which it would have, and its illegality, were realized, and subsequent attempts to secure the approval of the Council to its deletion have been unsuccessful. Equally *ultra vires* as being in conflict with Legislative Council Rule 25 is the alteration to Order 69 which requires that the budget shall be posted to members 14 days before the demands for grants are discussed. Again Order 29 (3) revokes the established privileges of Government to conclude debates.

127. One alteration did not receive the assent of the Governor under section 72-D (6) of the Government of India Act. This is the proviso to Order 5 (1). The acceptance of this amendment would have permitted the President to charge the order of Government business at the instance of non-official members and thus have seriously infringed the prerogative of the executive government.

128. The power of the Council to impose drastic limitations on the powers of the executive is limited in two ways. The Governor may refuse assent or the Governor General in Council may amend the Legislative Council rules so as to make a standing order repugnant to the Rules and, therefore, under section 72-D of the Government of India Act, void. These safeguards are adequate to deal with obvious irregularities, but there is no power corresponding to the power of the Governor in the sphere of legislation to refuse assent, which would enable the Governor to remove, except with the consent of the Council, an objectionable order which has once been included. Thus, Order 69 although *ultra vires* still stands.

129. Influence of Legislature on Committees.—The influence of the Legislative Council on committees, statutory and non-statutory, in which its members take part, is described in more detail in the accounts of the working of the departments with which they are concerned. It will suffice here to draw a few general conclusions regarding the part which they play in forming connecting links between the Legislative and the executive. There are three statutory bodies to which the Legislative Council elects members. They are:—

The High School Education Board	... 3 members.
The University Court	... 5 members.
The Public Accounts Committee	... 6 members.

Of these, the two first named have had a marked effect. The knowledge gained by the members has, in the case of the High School Education Board particularly, led to a demand for a still more liberal association of non-officials in the administration of education. These two bodies have provided the Legislative Council with its first taste of executive authority and have

whetted its appetite for more. The Public Accounts Committee, on the other hand, has until recently attracted very little interest. One reason is that its criticism of expenditure only reaches the Legislative Council two years after the expenditure has been undertaken, when not only has interest therein naturally evaporated but the Council before which it comes may be the successor of the Council which originally dealt with the demand. Another reason was that the Public Accounts Committee was also constituted the Finance Committee by the local Government and its functions in the latter capacity tended to obscure, and detract from the realization of its functions as a Public Accounts Committee. This latter reason has now ceased to exist as the Finance Committee has been separately constituted; and interest in the work of the Public Accounts Committee has been stimulated by the efforts of the Auditor-General and the local Government.

130. The marked feature of the departmental advisory committees has been their failure hitherto to interpret the view of the Council whose representatives sit on them. Where the attitude of the Council has been clearly and emphatically defined, as, for example over the questions of the enhancement of forest grazing rates, land revenue settlement policy, and the construction of residential buildings for officers, it has been echoed in committees. Otherwise the approval or the disapproval of a committee has offered no guarantee of approval or disapproval in the Council. Thus, whilst these committees may have had some value as media for familiarizing non-officials with the details of Government administration their primary function of advising Government of the non-official view has not been fulfilled. Indeed, in at least one instance, the non-official members of a committee have opposed in Council a project approved by the committee, whilst the occasions on which the Council has disapproved of expenditure approved both by the departmental and the Finance Committee are numerous. This result was, to a certain extent, inevitable in the first two Councils. In the first Council there were no parties whom the members appointed to committees could be said to represent. In the second Council the majority party did not pledge itself to the observance of conventions and at the outset did not seek representation on committees. But since August 1927 all the departmental committees have been reorganized, and on each there are six non-official members nominated on the advice of the President of the Council given after consultation with party leaders. This method of selection guarantees that members selected are willing to serve and that all parties secure representation. It is as yet too early to say what the result of this interesting experiment will be:

PART VII.—THE FINANCIAL AUTHORITY OF THE LEGISLATURE.

(1) THE PREPARATION OF THE BUDGET—INFLUENCE OF THE STANDING FINANCE COMMITTEE.

131. Under section 72-D (1) of the Government of India Act the estimated annual expenditure and revenue of the province is laid in the form of a statement before the Council in each year, and the proposals of the local Government for the appropriation of provincial revenues and other moneys in any year are submitted to the vote of the Council in the form of demands for grants.

132. The statement of estimated annual income and expenditure, hereinafter referred to as the budget, is prepared on information supplied by Heads of Departments and the Accountant General. Information is given separately of the sums required for (1) ordinary expenditure and (2) new expenditure. Both ordinary and new expenditure are scrutinized by the Finance Department in accordance with certain definite rules and after this is done the budget for the province is compiled.

133. There are altogether three stages of the budget. Under Devolution Rule 21 a local Government is at liberty to draw on its balances, provided that notice of the amount which it is proposed to draw during the ensuing financial year is given to the Governor General in Council before such date in each year as the Governor General in Council may by order fix. The Government of India have asked to be furnished by the 15th of December with an estimate of the probable addition to or withdrawal from the provincial balance anticipated for the coming year, together with the opening and closing balances, and have also decided that the 15th of January should be regarded as the date fixed by the Governor General in Council under Devolution Rule 21. In order to arrive at these balances, it is necessary to arrive at an estimate of revenue and expenditure under all heads. This entails a review of the estimates of the current and of the ensuing year in the light of as many months' actual expenditure as can be ascertained. When the estimates required by the Government of India on the 15th December are framed the actuals for only six months of the year are available. By the 15th January the actuals for seven months are known. As ten weeks of the financial year are still left, and it is possible during this period to obtain the actual receipts and expenditure for eight months under all heads, and of nine months under the more important revenue heads, which largely determine the financial position, the opportunity is taken to review the estimates once more on the basis of the very latest actuals available before the financial year ends in order to arrive at as accurate a budget as possible. This explains the circumstances in which the budget is thrice compiled before presentation to the Legislative Council.

134. The Standing Finance Committee is associated with the budget in the first and second stages, and in the final stage the budget is placed before the Council. In paragraph 233 of the report on Indian Constitutional Reforms it was recommended that to each department or group of departments there should be attached a Standing Committee elected by the Legislative Council from among its members. Up to the end of the financial year 1926-27, the Statutory Committee on Public Accounts was also appointed to act as a non-statutory Standing Committee for Finance. In this latter capacity it co-ordinates the proposals of the various Departmental Standing Committees by examining and advising upon all important schemes involving (a) expenditure which it is proposed to incur during the current year but for which no budget provision exists, and (b) new expenditure for which it is proposed to budget in the following year. It also advises on any possibility of retrenchment and on other matters referred to it, such as loans, and problems of taxation and fresh sources of revenue. Under rule 33 (2) of the Legislative Council Rules the Committee on Public Accounts consists of such number of members as the Governor may direct of whom not less than two-thirds shall be elected by the non-official members of the Council, the remaining members being nominated by the Governor. In this province the Committee consists of nine members of whom six are thus elected and three nominated. The three nominated members include the Finance Member and Financial Secretary and the third has usually been a non-official member of the Legislative Council. A new Committee is appointed each financial year. Since July 1927, the Standing Finance Committee has been completely separated from the Public Accounts Committee, and consists of nine members of whom three are nominated by the Governor from amongst members of the Legislative Council and six on the advice of the President of the Legislative Council from amongst the non-official members of that body. All the members are appointed for the lifetime of the Council and non-official members of the Committee on Public Accounts are excluded from membership of it. The three members nominated by His Excellency the Governor are the Finance Member, the Minister for Education and the Financial Secretary. When the new Standing Finance Committee was constituted the non-official members of the Committee on Public Accounts at the time resigned membership of that Committee and were nominated by Government on the advice of the President of the Legislative Council to the new Standing Finance Committee. The preference thus exhibited for membership of the Finance

Committee over the Public Accounts Committee shows that the non-official members of the Legislative Council at present attach greater importance to the power of influencing future expenditure than of criticising past expenditure. But it is only since July 1927 that the Public Accounts Committee can be said to have functioned properly and with more experience of its working the value of membership is likely to be better appreciated.

135. In the first and second stages the budget is compiled in the following form :—

Revenue and Receipts.

1. Major heads.
2. Budget (current year).
3. Revised estimate (current year).
4. Budget, ensuing year (proposed).
5. Totals.
6. Opening balance.

Expenditure and Disbursements.

1. Major heads.
2. Budget (current year).
3. Revised estimate (current year).
4. Budget, ensuing year (commitments).
5. New expenditure.
6. Totals.
7. Closing balance.

Attach to these statements are (i) lists giving detail of each item of new expenditure proposed to be included in the budget; (ii) a précis explaining the necessity for each new item of expenditure proposed and giving information as to whether the proposal has been placed before the Departmental Standing Committee.

After Government has passed orders on the second edition of the budget the figures are compiled in the form in which the budget is eventually presented to the Council.

The budget, as presented to the Council, is in four separate volumes containing information on the following points :—

Volume I.—Estimates of revenue and receipts and expenditure and disbursements, by detailed heads for all departments, except the Public Works Department, Buildings and Roads and Irrigation Branches.

Volume II.—(1) Explanation of estimates of revenue and receipts.

(2) Explanation of estimates of expenditure and disbursements.

(3) List of new expenditure.

(4) Statements showing distribution of provincial revenue under divisible heads between the Central Provinces and Berar.

(5) Statements of divisible expenditure.

Volume III.—Detailed estimates—Irrigation Department.

Volume IV.—Detailed estimates—Buildings and Roads Branch, Public Works Department.

These volumes are sent to members about the 19th February, the budget is generally presented to Council on the 2nd March, and the voting of demands commences about 6th March.

The budget for 1922-23 was the first to be placed before the Finance Committee, as the Committee was only constituted in May 1921. The Committee recommended large reductions in new expenditure owing to the unfavourable financial position which existed at the time, and after considering their recommendations Government pruned the budget still further.

The Sim Settlement described elsewhere largely affected the consideration by the Finance Committee of the new items to be provided for in the budget. Under this settlement Berar was entitled to 40 per cent of expenditure after satisfying the requirements of the province under certain heads classed as non-divisible expenditure. In the years 1923-24, 1924-25 and 1925-26, the share of divisible expenditure allocated to Berar fell short of this percentage, and the Finance Committee, while not objecting to new items of expenditure on their merits, pressed for expenditure under the divisible heads to be confined as far as possible to Berar. The Committee which dealt with the budgets of the last two of these three years was not representative as the majority party in the Council did not seek election to it. Thus while its criticism on the 1924-25 budget dealt mainly with the respective claims of Berar and the Central Provinces the Council made no distinction and threw out the whole budget. The effect in that year was a degree of economy greater than the Finance Committee even had contemplated as the Governor did not certify some of the new items of expenditure as essential. From the year 1926-27 onwards new items of expenditure have not been scrutinized mainly with a view to curtailing divisible expenditure in the Central Provinces as during the previous years, for the reason that in the meanwhile the provincial finances had improved and it was possible to work up to the prescribed percentage of allocation to Berar. In 1926-27 the Committee largely confined its recommendations to cutting down expenditure on land revenue settlements, and to objecting to expenditure on residential buildings for Government officers. It considered that expenditure on settlements should not be incurred till the Settlement Bill had been passed, and that buildings should be constructed on a scale to admit of an economic rent being realized from the Government servants occupying them. Here the Committee faithfully reflected non-official opinion in the Council. Government did not yield to the opinion of the Committee in regard to expenditure on settlements, but has held up a large programme of building. In dealing with the few new items of expenditure under buildings which were proposed, the Committee approved of the construction of buildings for Extra-Assistant Commissioners and a Subordinate Judge, and only rejected proposals for buildings for Divisional Forest Officers.

When the budget for 1927-28 came before the Finance Committee, it again considered that expenditure on settlement operations should be postponed until the Settlement Bill had been introduced into the Legislative Council, but as the budget did not include any provision for new residential buildings, this expenditure was not an object of attack.

Coming to 1928-29, the Committee did not disapprove of expenditure on revision settlement operations on the understanding that the provisions of the new Berar Land Revenue Bill and C. P. Settlement Bill would apply, but the provision made for buildings still attracted attention. The sum provided for forest buildings in the forest budget was largely reduced. It was suggested that as much as possible of the reduced sum should be spent on quarters for forest guards, and that expenditure on the construction of forest rest-houses should not be undertaken except in very urgent cases. The Committee agreed to bungalows being constructed for officers, provided they are financed from loans.

136. An analysis of the proceedings of the Finance Committee shows that whilst it has frequently advised a decrease in particular items of expenditure it has done so seldom as an expression of a fundamental difference of opinion, nor has its advice always been accepted. Alterations in the budget are sometimes necessitated at the last moment by considerations, such as a failure of crops, which arise after the budget has been finally criticised by the Committee. Moreover the scope for criticism is limited by the fact that practically all new expenditure has already passed the criticism of the departmental Standing Committees which are as representative of public opinion as the Finance Committee, and the decision regarding the comparative importance of expenditure in the various departments embodies the opinion of the Ministers who have an equally good or better claim to represent the popular view. Thus the trend of opinion in the

Finance Committee is likely in most cases to reproduce opinions already considered by the local Government. In the transferred departments the proposals placed before the Finance Committee are unlikely to evoke hostile criticism, whilst in the reserved departments if Government has already decided to put forward proposals which it knows to be unlikely to find favour, the additional weight thrown against them by the Finance Committee will not in many cases have the effect of causing their withdrawal.

(2) INTRODUCTION AND GENERAL DISCUSSION OF THE BUDGET.

137. The budget is presented to the Council by the Finance Member on the first day of the budget session which hitherto has always been held in the month of March. After the speech presenting the budget two to four days were usually allowed to intervene before the commencement of the general discussion of the budget and these were occupied by other business. Experience showed that this practice of introducing other business in the budget session tended to lengthen out the session and to weary members. In the current year, therefore, with the exception of the usual hour devoted to interpellations no other business, except the budget, was placed before the Council, and the general discussion commenced on the day following presentation. Two days are allotted for the general discussion, and since 1922 a time-limit of 15 minutes has generally been fixed for a speech.

138. The speech of the Finance Member in presenting the budget usually deals with the following subjects :—

(1) **Introductory.**—A general review of the main circumstances affecting the budget is given, together with an examination of the completed accounts of the previous year in comparison with the revised estimates of that year showing to what extent budget reductions had been falsified.

(2) **The budget for the ensuing year.**—In dealing with this mention is made of the proportion of divisible expenditure allocated between the Central Provinces and Berar, respectively, the main items of new expenditure, the allocation between reserved and transferred departments and between voted and non-voted expenditure, and the position of the Famine Insurance Fund.

139. The general discussion which follows is opened by the non-official members and official members usually take part later in the debate to explain matters affecting their departments to which attention has been drawn in the debate. More rarely, as in the discussion on the 1924-25 budget, when the discussion has ranged outside purely financial matters and embraced political or constitutional issues, official members have intervened in the debate in a more general manner and not merely to defend their particular departments.

140. It is unusual for speakers to confine themselves either to general aspects of the budget or to concentrate upon one or two issues only. A characteristic speech will cover all or nearly all of the many branches of Government's activities. The time-limit is often exceeded and the discussion is apt to suffer from diffuseness. Complaint is always made that the nation-building or transferred departments are starved and as a natural corollary, expenditure on the reserved departments is excessive. For the latter, retrenchment is urged in every direction, but the catchword commonly used is that the administration is top-heavy and that expenditure on the higher services should be drastically reduced. Those services or posts in which Europeans are employed come in for the most severe castigation and the demand for Indianisation is accompanied by attacks upon any matter in which Europeans appear to obtain preferential treatment. Underlying all the criticism is the feeling that the Council has only limited powers. The transfer from voted to non-voted heads of expenditure is at once left as a diminution of the powers of the Council, and similarly objection is made to the partial reservation of transferred subjects such as

Education, Industries, and Public Works. The territorial cleavages that persist in the Council are also reflected in the discussion.

141. In the general discussion of the budget the relations of the local Government with the Government of India or with other local Governments have provoked remarkably little criticism. Resentment has occasionally been expressed at the large figure of irrigation debt with which the local Government was saddled at the time of the separation of provincial from Central finances. Even less frequently has mention been made of the provincial contribution, and that only recently when it has been partially or wholly remitted. The budget has never been used as a medium for the discussion of matters of imperial importance.

142. The influence exercised on Government policy by the general discussion of the budget cannot readily be traced. In 1927 the Finance Member made a list of 43 points raised in the discussion and referred them for consideration to the departments concerned, including the Finance Department. The majority of these criticisms were of so sweeping and general a character that an examination of them would have involved a review of the whole policy of Government without any detailed indication of the precise manner in which a change for the better could be effected. The examination did, however, prepare Government for a more thorough reply to similar criticisms advanced in the following year and on several points the Finance Member anticipated criticism by a careful exposition of the facts in his speech presenting the budget. In 1927 one non-official member expressed the opinion that the general discussion of the budget had very little value, and this opinion was not expressly repudiated by any other non-official member. Compared with the discussion on the demands for grants it certainly arouses less genuine interest, especially amongst the leading members of the Council who are sufficiently effective in debate to make their weight felt in any matter on which they speak. But the general discussion gives the less experienced speaker an opportunity of being heard, and the cumulative effect of a number of speeches, whilst negligible in respect of the budget under discussion, exercises some influence on Government in determining the allocation of funds in the ensuing year. In the present Council the general discussion has perhaps diminished in value owing to the evolution of the convention of token cuts. These enable the whole policy of a department to be discussed, and even, under the General Administration Department demand, the general policy of Government. As this convention becomes more firmly established the importance of the general discussion is likely to recede.

(3) DEMANDS FOR GRANTS.

143. A separate demand is made for almost all major heads. If a head of account includes separable expenditure on both reserved and transferred subjects, a separate demand is made for each.

The exceptions to this general principle are—

(1) 8—Forest.

8-A—Forest capital outlay charged to revenue.

(2) XIII—Irrigation working expenses.

15—Other revenue expenditure financed from ordinary revenues.

15 (1)—Other revenue expenditure financed from Famine Insurance grant.

16—Construction of irrigation works financed from Famine Insurance grant.

(3) Expenditure in England—All major heads.

(4) Refunds of revenue—All major heads.

144. In 1921-22 a single demand was presented for each major head of account, but from 1922-23 onwards the expenditure of the Irrigation Department was sub-divided into two separate demands. One demand has since then been presented for all irrigation works financed from ordinary revenues or from the Famine Insurance Fund, for interest on works for which capital accounts are kept and for working expenses and

refunds, and a separate demand for capital expenditure on irrigation works financed from loans.

Expenditure in England was at first included in the departmental demands, but from 1923-24 a separate demand has been made for all expenditure in England except for stores, expenditure on which continues to be included in the departmental demands. As an exception to the general principle that separate demands are made for reserved and transferred subjects, respectively, when such expenditure falls under the same head of account, one demand used to be made under "22—General Administration" although a portion of the expenditure, viz., pay and travelling allowance of Ministers, is classed as transferred. Since 1924-25 separate demands are presented for reserved and transferred expenditure under "22—General Administration" the transferred expenditure including only the pay and travelling allowance of Ministers. No demand is made for establishment and contingencies as there are no separate establishments for Ministers, the clerical work being done by the Secretariat staff.

Prior to 1924-25 the demand for "Refunds" was included in the departmental demands, but with effect from 1924-25 a separate demand is made for all refunds.

Another change that has been made under the orders of the Secretary of State is the classification of special charges of a non-recurring character, which it is desirable to distinguish from the ordinary expenditure of the province, under a new major head "52—Extraordinary charges". Charges were recorded under this head for the first time in 1925-26 and a separate demand presented for them.

The expenditure on commuted value of pensions paid to pensioners which up to the year 1925-26 was classified under "45—Superannuation allowances and pensions" and included in that demand, was, under instructions from the Government of India, brought to account under a new major head "60-B—Payment of commuted value of pensions" in the capital section, with effect from 1926-27, and a separate demand made for it. From 1927-28 the commuted value of pensions paid to other Governments, which was being classified under 45—Superannuation and retired allowances" has been included under the same head as the commuted values paid to pensioners and one demand made for all commuted values whether paid to pensioners or to other Governments.

145. Order of demands.—The demands are generally discussed in serial order, but on two occasions—Demand No. 8—General Administration (Transferred) has been taken out of its order in order to ascertain the wishes of the House with regard to the formation of a Ministry. In 1925 this demand was taken up at the instance of Government immediately after Demand No. 1—Land Revenue, and in the following year it was taken up first at the instance of the majority party in the Council. In 1927 the same object was attained in another way by the presentation of a supplementary demand. The practice initiated elsewhere of deciding the order of demands, according to the desire of the various parties in the House has not yet been extended to this Council.

146. Time allowed and actually taken in voting for demands—Number of demands presented and number discussed.—The statement below shows the time allotted for the voting of demands, the time actually taken and the total number of demands presented and discussed :—

	Time allotted for voting of demands. (Days.)	Time actually taken. (Days.)	Number of demands presented.	Number of demands discussed.
1921-22	5	5	37	37
1923-23	6	6	33	14
1923-24	7	7	34	24
1924-25	7	1	35	All refused without division.
1925-26	7	5	35	22
1926-27	7	1	38	38
1927-28	7	7	35	15
1928-29	7	7	36	17

In 1924 all the 35 demands were refused without a division and with little discussion with the exception of a sum of Rs. 2 which was voted for the salaries of Ministers. In 1926 all the demands were disposed of in one day, as the members of the Swaraj party after dealing with the first four demands walked out of the Council. The abnormal action of the majority party in those two years has obscured the tendency of the Council to discuss the budget at greater length as experience increases.

147. Time allowed for the discussion of each demand.—Not more than six hours are usually allowed for the discussion of each demand.

148. Statement showing for each year reserved and transferred amendments moved and carried.—A complete list of reductions tabled with results is included as Appendix IX. This statement shows that out of 1,388 cuts tabled 789 related to reserved departments and 599 to transferred. Of the total number tabled, 835 were not moved, 442 relating to reserved departments and 393 to transferred.

Appendix X shows in more comprehensible form the extent to which the total number of cuts moved were withdrawn, accepted, carried against Government or lost in both the reserved and transferred departments. An analysis of these statements shows that, excluding the years 1924-25 and 1926-27 which for the reasons stated above must be regarded as abnormal the cuts tabled in reserved departments numbered 614. Of these 100 were passed or 16 per cent. For the same period, the number of cuts tabled in transferred departments was 394, of which only 33 or 8 per cent were passed.

149. Again excluding the years 1924-25 and 1926-27 the demands presented to the Council for expenditure from 1921-22 to 1928-29 on the reserved side totalled Rs. 21,49,31,292. On this total demand Rs. 47,07,785 represents the reduction made by Council, and Rs. 31,38,425, the amount certified by His Excellency the Governor. The total demands presented to the Council for expenditure on transferred subjects during the same period was Rs. 11,58,60,864. On this amount Rs. 6,79,498 represents the reduction made by the Council of which only Rs. 800 was authorized by His Excellency the Governor. In the reserved departments the reduction made by the Council amounted to 2 per cent of the demand, the sum certified by His Excellency 66 per cent of the reduction and a little over 1 per cent of the total demand. In the transferred departments the reduction made by the Council formed 0.5 per cent of the total demand and the amount authorized is negligible.

150. Special points.—From an examination of the cuts tabled in the reserved departments the following points emerge as worthy of notice.

In the Land Revenue Demand, the Council frequently attacked the expenditure on settlement operations and the demand for reduction in expenditure was so insistent that excluding the years 1924-25 and 1926-27, there were no less than 26 occasions on which motions for reductions were carried against Government. These cuts were made less on financial grounds than in opposition to the land revenue policy of Government.

In 1921 the Council cut out the provision made for five Deputy Directors of Land Records. Government accepted a reduction in the number by three, but in the following year the Council again carried a motion for the abolition of the remaining two posts. Government on this occasion accepted a further reduction of one in the number of posts. In spite of this, however, in the following year a motion for a reduction in the one post which was left was again tabled, but the motion was not on this occasion pressed to a division.

Another item of expenditure which has frequently come under the axe is the pay of Superintendents and Assistant Superintendents of Land Records. On three occasions cuts have been pressed to a division, but on administrative grounds Government has not been able to meet the wishes of the Council. In the Forest Department cuts have been frequently tabled.

under establishment and contingencies of the Chief Conservator of Forests (General Direction) in order to press on Government the non-official view that the post of Chief Conservator of Forests should be abolished. Cuts were also tabled in the provision made for the revision of the pay of the Provincial Forest Service and of Subordinate Forest establishments.

The provision for minor irrigation works provided for under "15—Miscellaneous—Irrigation expenditure" has repeatedly been attacked and in 1922 the total demand for irrigation expenditure charged to revenue was cut out by the Council. The items included under "General Administration—Reserved" are for expenditure connected with the Head of the Province, the Executive Council, the Legislative Council, the Secretariat staff, Commissioners of Divisions and Deputy Commissioners and their establishments. The most noticeable cut tabled from time to time is in connection with the establishments of Commissioners of Divisions. As in the case of the Chief Conservator of Forests this cut is being made from time to time to indicate that the non-official members consider that the posts of Commissioners should be abolished. Other individual posts which have been attacked are those of Publicity Officer, Personal Assistant to the Commissioner, Berar, Financial Assistant Secretary (now Under Secretary, Finance). Motions for reductions have also been tabled under such heads as "Staff and Household of His Excellency, Expenses from Contract Allowances—motor car charges—tour expenses, Discretionary Grant by His Excellency the Governor".

Under "Administration of Justice", the provision for Honorary Magistrates Courts has been most attacked. In the Police Department the cuts mainly had reference to the provision for the Criminal Investigation Department.

Under "Education (Reserved)", cuts have frequently been tabled in the provision for maintenance grants for European and Anglo-Indian orphans.

151. Of the total number of cuts passed in the transferred departments, 50 per cent relate to the provision under "Civil Works" and are mainly connected with items of expenditure on residential buildings. It is interesting to note that although 93 cuts were tabled in the Education Department, only four were passed and one of these related to the abolition of the post of Personal Assistant to the Director of Public Instruction. Motions were tabled in successive years with a view to cut out the provision for this post and eventually pressed to a division in 1927-28. Similarly, under "Medical", of the 30 cuts tabled only one was pressed to a division and that related to the provision for a Deputy Superintendentship of the Robertson Medical School, a post held by a Military Assistant Surgeon.

In regard to "Excise", of the 38 cuts tabled only two were actually passed. One of the two cuts passed related to the provision for the pay of a second Personal Assistant to the Excise Commissioner. It has been stated elsewhere that although the Council had cut out the provision for this post when a demand was presented to it in the March 1921 session of the Council, it agreed a few days later in the same session to pass a supplementary demand representing the pay of a post of Distillery Expert, the duties of which are substantially the same as those of the second Personal Assistant. Yet in almost every subsequent session of the Council motions were tabled for a reduction of the whole provision made for the pay of the Distillery Expert. In the other case a motion for the reduction by one in the number of posts of District Excise Officers was carried and given effect to by Government.

152. Some general conclusions may be drawn from the facts here presented. On the reserved side the bulk of the reductions have been substantial and have in the main been directed towards cheapening the administration and freeing larger sums for the subjects which are more susceptible to popular control. The chief methods advocated for cheapening the administration have been reduction of salaries and allowances, abolition of almost all posts intermediate between the heads of departments and the district executive officers, and abolition or combination of charges.

The first of these methods implies that existing salaries and allowances are excessive. Reduction can in the opinion of the Council be effected in several ways, by reducing the salaries, etc., of present incumbents, or by substituting a cheaper class of incumbents either by (a) Indianisation or (b) promotion from the lower services. The abolition of intermediate posts is but another aspect of the belief that it is only the man who actually does the work that matters, and supervision is unnecessary. This belief finds expression in dissatisfaction with the duplication of work which all supervision entails to a certain degree. As regards abolition of charges there have been repeated demands for the abolition of light districts, for amalgamation of such posts as Inspector-General of Hospitals and Inspector-General of Prisons, and for reduction in the number of posts in a particular department and distribution of work over the remaining posts.

153. Token cuts are not often made, and then usually against the total demand and not on a particular item of it. The cut is then used as a medium for discussion of general policy, and the discussion may range far beyond the matters to which the mover of the cut desires to draw attention. As a result the final vote on the cut may be influenced by a number of different considerations, on each of which, if taken separately, the vote might have resulted differently. The token cut is therefore less likely to be a true indication of the opinion of the Council than the total reduction of particular items.

154. In comparing the methods and conventions of the Council in respect of the budget with those prevailing in other countries it must be remembered that the Council is dealing with fixed heads of revenue and is not called upon to deal with a Finance Bill. The accuracy of the estimates of revenue might be impugned, but the basis on which they are framed is unalterable by the vote of the Legislature during the budget session. In practice the accuracy of revenue estimates is not questioned and the Council concerns itself merely with criticising their allocation over the heads of expenditure. Since the Reforms were introduced direct proposals for enhancement of revenue have been put forward once only in the shape of stamp and court-fees. Taxation can, therefore, only be criticized indirectly. The nearest approach to the exercise of a power of refusing ways and means is the reduction of the demand for land revenue settlements which are a direct means of enhancing the revenues, although not necessarily during the budget year. The Council can, therefore, obtain additional supplies for departments which it favours not by additional taxation but only by curtailing expenditure on other departments. Thus if the demand for economy in the reserved departments had no other basis, it would always commend itself as a means of providing for the transferred departments. It follows that as a general rule new expenditure in the transferred departments is passed if it satisfies the criterion of desirability, whilst in the reserved departments it must satisfy the criterion of necessity.

(4) EXERCISE OF POWERS OF CERTIFICATION.

155. A statement is included as Appendix XI showing for reserved departments for the period from 1921 to 1928 the heads under which cuts were made by the Council, and the sums certified by His Excellency the Governor under section 72-D (2), proviso (a), of the Government of India Act. From the statement it will be noticed that the power of certification was most used in the years 1924 and 1926. In the former year the Council refused on constitutional grounds to vote the budget for 1924-25, with the exception of a sum of Rs. 2 for the salaries of Ministers. Of the total demand Rs. 2,97,02,693 presented to the Council in that year, all but a sum of Rs. 1,21,777 was certified by His Excellency. In March 1926 the Council rejected again, without reference to the merits, the whole of the demands under No. 1—"5—Land Revenue (Reserved)", for Rs. 27,13,500 and No. 3—"7—Stamps (Reserved)", for Rs. 2,44,000. His Excellency certified the whole demand under "7—Stamps" and all but a sum of Rs. 19,404 under "5—Land Revenue". The above were the only two occasions when

In 1924 the whole budget, and in 1926 the whole of the Excise demand were thrown out on political grounds by the Swarajist majority in the Council without detailed consideration on merits of any of the items going to make up the demands. In considering what amount should be authorized the Governor had no opportunity to discriminate in accordance with any expressed wish of the Council, and, therefore, excluded only items of new expenditure which were not in his opinion essential to the carrying on of the administration. The occasion for the authorization of the small sum of Rs. 800 in 1922-23 was of an entirely different kind. The sum of Rs. 2,74,524 reduced by the Council in 1922 included provision of Rs. 9,600 for salary of an Assistant Registrar, Co-operative Societies, at the rate of Rs. 800 per mensem. As the reduction was only made in March, the salary of this officer for the month of March, payable in the next budget year, had already been partly earned. Not only, therefore, could the expenditure for that month not be avoided, but acceptance of the cut would have given it an actual retrospective effect on the last month of the financial year preceding that in which it was intended that the post should be abolished. Thus the authorization of the expenditure was essential, and at the same time did not in any way traverse the decision of the Legislative Council.

(5) SUPPLEMENTARY DEMANDS.

158. The most common class of supplementary demand is that in which the amount of a grant voted in the budget is found to be insufficient for the purpose of the current year. This again may be sub-divided into—

- (1) cases in which the original demand although voted in full by the Legislative Council, is owing to unforeseen circumstances or the progress of expenditure, inadequate;
- (2) cases in which the supplementary demand is in effect a repetition, complete or partial, of a demand specifically reduced by the Council.

Rule 32 (1) (i) of the Legislative Council rules requires that a supplementary demand shall be presented to the Council in both these cases. During the period from 1921-22 to 1927-28, there were altogether 87 demands of the first type. Of these, 58 were in the reserved departments and 29 in the transferred. Six only were rejected by the Council, all relating to reserved departments. A demand for Rs. 65,000 for arrears of pay of officers of the Provincial Civil Service promoted to officiate as Deputy Commissioners was rejected on the ground that the all-India Services were already too highly paid and the Provincial Services sufficiently paid. In two cases additional appropriations asked for under "7—Stamps" and "45.—Superannuation Allowances and Pensions", respectively, were rejected as a protest against the continuance in office of Ministers after a vote of no confidence had been passed against them. The remaining three demands were rejected as a protest against the action of His Excellency the Governor in not convening a meeting of the Legislative Council for a year after the budget session of March 1924. Thus only one demand of this type was rejected on its merits. All six demands were certified by the Governor.

159. In 14 cases supplementary demands were made for expenditure on items, the provision for which had been specifically reduced by a vote of the Council, eight in the reserved departments and six in the transferred. Only one of these was rejected by the Council and that was for expenditure on settlement operations, against which the Council has repeatedly set its face. The demand was certified by the Governor.

160. Another class of supplementary demand is that which is presented when additional funds become available during the course of the year. After the budgets for 1925-26 and 1927-28 had been passed by the Council, the local Government received remissions of the provincial contribution to the extent of Rs. 9 lakhs and Rs. 22 lakhs, respectively. In the former year a programme of expenditure working up to an eventual commitment of Rs. 9,59,000 was prepared after taking the opinion of the House

by means of a resolution, and supplementary demands aggregating Rs. 4,71,500 for expenditure during the year were presented and passed. In 1927-28 a second windfall came in the shape of suspension of the annual assignment to the Famine Insurance Fund. Supplementary demands aggregating Rs. 15,39,500 were presented at the August 1927 session of the Council and passed. Of the total sum of over Rs. 20 lakhs thus passed in the two years, 16 per cent only went to the reserved departments.

161. Demands have also been made in cases in which, owing to a change in classification during the currency of a year, expenditure is being recorded under a head other than that for which provision was originally made in the budget. Such demands have been generally passed in full.

162. An unusual demand was brought during the first budget session of the Council in March 1921. On the 17th of that month the Council cut out the demand on account of the second Personal Assistant to the Excise Commissioner, who was at the time discharging the functions of a Distillery Expert. On the 21st the Council reconsidered its decision and passed a supplementary demand providing for a post of Distillery Expert.

(6) CLASSIFICATION OF EXPENDITURE UNDER SECTION 72-D
(3) OF THE GOVERNMENT OF INDIA ACT.

163. Under section 72-D (3) of the Government of India Act, the following expenditure is non-voted :—

- (i) contributions payable by the local Government to the Governor General Council ;
- (ii) interest and sinking fund charges on loans ;
- (iii) expenditure by which the amount is prescribed by or under any law ; and
- (iv) salaries and pensions payable to or to the dependants of—
 - (a) persons appointed by or with the approval of His Majesty or by the Secretary of State in Council ;
 - (b) judges of the high court of the province ;
 - (c) the Advocate-General ;
 - (d) persons appointed before the first day of April, nineteen hundred and twenty-four, by the Governor General in Council or by a local Government to services or posts classified by rules under this Act as superior services or posts ; and
- (v) sums payable to any person who is or has been in the civil service of the Crown in India under any order of the Secretary of State in Council, of the Governor General in Council or of a Governor, made upon an appeal made to him in pursuance of rules made under this Act.

If any question arises whether any proposed appropriation of moneys, does or does not relate to the above heads of expenditure, the decision of the Governor shall be final.

164. Part (iv) of this section as it now appears was introduced by the Government of India (Civil Services) Act, 1925. This part as it originally stood read as follows :—

“Nothing in the foregoing sub-section shall require proposals to be submitted to the Council relating to the following heads of expenditure :—

- (iv) Salaries and pensions payable to or to the dependants of—
 - (a) persons appointed by or with the approval of His Majesty, or by the Secretary of State in Council.

165. In August 1922 His Excellency the Governor decided that the term “salaries” as used above shall be interpreted as including the following emoluments :—

- (a) any emoluments classed as pay under Fundamental Rule 9 (21) ;
- (b) any emoluments classed as leave salary under Fundamental Rule 9 (12) ; and

- (c) any emoluments drawn monthly by a Government servant classed as compensatory allowances under Fundamental Rule 9 (5) except travelling allowance as defined in Fundamental Rule 9 (32).

Under this decision the travelling allowance of officers appointed by or with the approval of His Majesty or by the Secretary of State in Council was declared a voted charge and this continued till 1926-27. By the amendment of 1925 referred to, the following sub-section was also inserted :—

“For the purposes of this sub-section, the expression ‘salaries and pensions’ includes remuneration, allowances, gratuities and contributions (whether by way of interest or otherwise) out of the revenues of India to any provident fund or family pension fund, and any other payments or emoluments payable to or on account of a person in respect of his office.”

The responsibility for the declaration that travelling allowance was a non-voted charge was thus transferred from the Governor to the Secretary of State.

166. In the budget for 1927-28, the travelling allowance of officers referred to in section 72-D (3) (iv) of the Act was for the first time, shown as a non-voted charge and a sum of Rs. 3½ lakhs included in the budget on that account. The change in classification from voted to non-voted did not pass unnoticed and one member of the Legislative Council declared that by the transfer the power of the House was being gradually and deliberately curtailed.

167. There are a few instances in which pay originally treated as voted has been transferred to non-voted. The pay of Mr. Frankau, Chief Inspector of Boilers, was all along treated as voted, but as a result of the Lee Commission recommendations the post, while held by Mr. Frankau, has been declared as superior by the Secretary of State and Mr. Frankau's pay is now treated as non-voted. The Secretary of State accepted the recommendation of the Lee Commission that officers who had been appointed in India to all-India Services, but whose pay was subject to the vote of the Legislature, as they had not been appointed by or with the approval of the Secretary of State, should be re-appointed by him from the date of their original appointment so as to give them the same measure of protection as those who were not appointed in India, and the pay of such officers, of whom there were two in the Forest Department and 17 in the Public Works Department of these provinces, was treated as non-voted with effect from 1925-26.

The pay of the elected President of the Central Provinces Legislative Council was classified as non-voted with effect from the year 1925-26, as his pay was determined by an Act of the Legislature.

Other instances in which there have been changes in classification are as follows :—

All expenditure relating to refunds used to be classified as voted, but with effect from the year 1924-25 such refunds as are regulated by rules framed under an Act of the Legislature are treated as non-voted, while other refunds are treated as voted. The interest charges on loans raised for irrigation and forest capital expenditure are recorded under “14—Interest on irrigation works for which capital accounts are kept” and 8-A.—Forest—Interest on capital outlay”. Under section 72-D (3) (ii) of the Government of India Act no vote need be submitted to the Council relating to interest charges on loans, and previous to 1925-26 such charges were treated as non-voted. From the year 1925-26 it was decided to treat these charges as voted as they form a portion of the normal expenditure of the Irrigation and Forest Departments. The Controller of Civil Accounts has, however, pointed out that all interest charges are non-votable under section 72-D (2) of the Government of India Act and such charges are being shown as non-votable with effect from the current year.

Although expenditure classed as non-voted is not presented for the vote of the Council discussion of it is not barred, and it has become an established practice not merely to criticize it generally during the general

discussion of the budget, but to express specific disapproval, where the opportunity presents itself, by reducing an item of voted expenditure with which the non-voted expenditure sought to be attacked is integrally connected. The most common way of doing this is by denying supplies for establishments and contingencies to the departments attacked. As observed elsewhere, a persistent demand has been made for abolition of many of the higher appointments such as Commissioners of Divisions and Chief Conservator of Forests whose salaries are non-voted and this demand is reinforced by refusal of expenditure for their establishments. Were it not for the power of certification, the position already anomalous would become impossible.

(7) ATTITUDE TOWARDS GOVERNMENT LOANS AND ADVANCES.

168. Under the financial settlement between the Central and Provincial Government the local Government was at the outset of the Reforms made responsible to the Central Government for—

- (1) the pre-Reform irrigation debt amounting to Rs. 3,71.61 lakhs (Devolution Rule 24).
- (2) the balance of the provincial loan account amounting to Rs. 92.41 lakhs (Devolution Rule 23).

The principal amount of the irrigation debt is not repayable, but interest is charged. The principal due on the provincial loan account which represents sums advanced by the local Government to agriculturists under the Agriculturists' Loans and Land Improvement Loans Acts and to local bodies under the Local Authorities' Loans Act, is repayable and is being repaid by annual instalments together with interest. The local Government has never made use of its power of raising loans, otherwise than from the Central Government, under rule 2 of the Local Government's Borrowing Rules. The sums for which the local Government is responsible to the Central Government bear different rates of interest, the rate applicable being separately determined prior to 1925 in each case. In 1925 the Provincial Loans Fund was established, all outstanding loans were included in it, and a fixed rate of interest subject to annual revision was made chargeable on all future loans. The only distinction drawn was that loans for productive purposes are made at this fixed rate and other loans at $\frac{1}{4}$ per cent above it.

169. The expenditure financed from the provincial loan account falls in two classes—

- (a) direct expenditure by the local Government for its own purposes ;
and
- (b) expenditure incurred in making advances to private individuals and local bodies.

Interest on the former has to be provided both immediately and ultimately from Government revenues whilst interest on the latter has to be provided immediately from Government revenues, but is expected to be recouped from the individuals and bodies to which the loans have been made by the local Government. In the first class is included expenditure on irrigation works, forest roads and tramways, and commutation of pensions. The second class includes expenditure on loans to agriculturists under the Agriculturists' Loans and Land Improvement Loans Acts, loans to forest villagers, loans to landholders and notabilities and loans to local bodies.

170. With regard to the first class, commutation of pensions is an actuarial transaction which imposes no additional liability upon Government but only alters the manner in which an existing liability is discharged, and it naturally arouses no interest in the Legislative Council. Loans for forest roads and tramways have been small in amount except for a sum of Rs. 18½ lakhs borrowed for the construction of one tramway. This amount was freely voted by the Legislative Council, but there have been indications subsequently, since the tramway was completed, that members are becoming interested in the question of whether the construction was a remunerative proposition. As it has only recently been completed, judgment is as yet withheld.

As regards irrigation, advances are taken annually in accordance with a programme of non-productive works which was drawn up to cover a period of 14 years dating from 1921. This programme was submitted to the Finance Committee and was also laid on the table of the Legislative Council. The programme could have been financed directly from the Famine Insurance grant as the works included in it are all protective in character, but the local Government decided in favour of financing them by advances from the Provincial Loans Fund in order to build up the reserve of the Famine Insurance Fund to the prescribed minimum as soon as possible and thus relieve the provincial revenues from the heavy burden of the annual contribution. The Legislative Council has not expressed any disapproval of this general policy but has repeatedly questioned the value of the expenditure on irrigation projects and as a result the whole programme of the department is now under review by an Irrigation Committee. It is not possible to anticipate exactly the conclusions of the Committee, but it appears probable that some revision of the 1921 programme will be recommended.

171. With regard to the second class of loans, those advanced to private individuals and bodies, no objection has ever been raised in the Legislative Council. In the 1927-28 budget a token cut of Re. 1 was passed against the demand for loans and advances, but as the demand was put to the vote after the guillotine had fallen, no discussion was allowed and it is impossible to say what criticism of the policy of Government the reduction implied. The financial effect of loans under this class upon the local Government is not a question which has ever concerned the Legislative Council. It is perhaps assumed that as Government advances at a higher rate than it pays itself for borrowing, provincial revenues do not suffer. Pressure has only been exercised in the direction of demanding expansion of loans to agriculturists, especially in times of scarcity. Government has always followed a liberal policy in this respect, but in 1927 a number of questions were asked regarding the sums allotted for distribution in the west of the province and a resolution was tabled, but not discussed, that further loans should be advanced in the Nagpur district. A similar resolution was tabled in January 1928 to the effect that a sum of Rs. 25 lakhs should be allotted in the budget for 1928-29 for loans in Berar. Government had already advanced an abnormally large amount to agriculturists in Berar in the previous year when scarcity conditions prevailed in some parts of the division. The demand now made for a further exceptional allotment did not appear to be warranted by any unusual conditions and the amount included in the budget demand was not increased.

172. Elsewhere it has been mentioned that the Council has resolutely set its face against the construction of residential buildings for Government officers from the provincial revenues. The principal reason for the opposition to such expenditure was that the rents recovered by Government on such buildings were not calculated on a commercial basis and the Council, therefore, considered the proposition financially unsound. Recently this feeling has taken a more definite shape and it has been suggested on more than one occasion that the construction of residential buildings should be financed from the loans account. The suggestion is at present under the consideration of Government.

(8) ATTITUDE TOWARDS GOVERNMENT PROPOSALS FOR EXPENDITURE.

173. It is only when the various demands are presented at budget time that there is any clear indication of the attitude of the Council towards expenditure. A separate statement has been compiled and is included as Appendix XIII which gives in detail the motions made to reduce items in the several grants. A reference to this statement shows that in the reserved field, expenditure in the Settlement Department, the Land Records Department, the Police Department and the Education Department (Reserved) generally formed the subject of attack from year to year, while, in the transferred field, the provision for residential buildings provided for under

"Civil Works—Transferred" which, as already noted, is in effect largely a provision for the reserved departments, was generally criticized. In considering the attitude of the first Council it must be remembered that the provincial revenues were seriously depleted at the outset of the Reforms by two famines or scarcities in close succession in 1918-19 and 1920-21, whilst as a result of the enormous rise in prices at the same time, Government demanded additional expenditure to a figure of about Rs. 75 lakhs for the revision of salaries and allowances. With these conditions the budgets dealt with by the first Council were largely deficit budgets, and provision for expansion of the transferred departments was of necessity negligible. The Council, therefore, exerted strong pressure to secure retrenchment. Expenditure for settlements and for residential buildings was consistently cut out, and attempts were made to reduce the strength and salaries of the superior services in almost every department. If the salaries of posts to which the Council objected, such as those of Chief Conservator of Forests and Commissioners of Divisions, were non-voted, cuts would be moved against their establishments. The same attitude towards superior posts and the superior services has characterized every Council in a greater or less degree. The attitude is based on a general disbelief in the necessity for highly-paid supervision.

The establishment and charges connected with Honorary Magistrates were also attacked as the Council desired a change in the system of appointing Honorary Magistrates.

The Swarajists in the second Council held similar views, although expressed in little detail as on two of the three occasions on which they dealt with a budget they did not discuss it on its merits but from a purely political standpoint.

The attitude of the present Council has differed little from that of its predecessors. Although Ministers were appointed the moment the new Council met in 1927 and commanded a clear majority in the Council cuts were none the less successfully carried in March 1927 in the demands on account of two transferred departments Education and Civil Works. In March 1928 the only reduction in the demand of a transferred department was of a sum of Rs. 5,000 under Excise on account of travelling allowances of district executive establishment. This cut was accepted by the Minister and as it did not convey any criticism of the excise policy of Government but only voiced a demand for economy, on which ground it was accepted by the Minister, it is true to say that whereas in March 1927 expenditure approved by the Ministers was disapproved by their party, by March 1928 the Ministers were able to carry their party with them.

174. A curious feature of budget criticism is the reduction of demands without discussion after the falling of the guillotine. Where the reduction is on account of a specific item of expenditure the reduction does of course indicate the disapproval of expenditure on that item. But when, as has happened on more than one occasion, a lump reduction has been made in the total of a demand, the conclusion to be drawn as to the opinion of the Council is not obvious. Thus in March 1922 a lump reduction of Rs. 2 lakhs was made in Demand No. 16.—Agriculture; and in March 1927 a lump reduction of one rupee in Demand No. 34.—Loans and Advances. As the vote was taken by show of hands there was not even an opportunity of exchanging unofficial confidences in the lobby.

175. Attitude towards Government proposals for taxation.—The measures taken to increase the provincial revenues from time to time have been—

- (1) enhancement of the motor vehicle registration and licence fees;
- (2) increase of fees for copying;
- (3) periodical increase of land revenue by resettlement; and
- (4) enhancement of court-fees and stamp duties.

Of these, the last named alone required legislation. The Council demanded that an attempt should be made to attain financial stability by economy and retrenchment before they would agree to additional taxation, and the Bills

to amend the Court Fees and Stamp Acts were only passed after the report of a Retrenchment Committee had been presented and the debate thereon in Council had convinced it of the necessity of additional taxation. The Acts were made valid for a period of three years only, and when they lapsed the state of the provincial finances had so improved that the local Government did not move for their extension. There has, therefore, been no occasion to test whether the attitude of the last two Councils towards direct taxation has in any way differed from that of the first Council which passed these Acts.

Of the three measures for enhancement of revenue that could be adopted by executive authority, the enhancement of the land revenue on resettlement alone is financially important. The Council has consistently denied supplies for carrying out settlements on two main grounds; one that settlement should not be undertaken until the principles thereof had been defined by legislation and the other that the agriculturist is already overburdened and there is no scope for further enhancement. The budget demand under I.—Land Revenue (Reserved) for settlements had been reduced wholesale, the heaviest reduction being in 1927-28 and amounting to over Rs. 9½ lakhs. The revenue that would have been sacrificed on settlements which have been undertaken in spite of the Council's opposition exceeds Rs. 15 lakhs, whilst, in deference to the wishes of the Council settlement has actually been postponed in two districts, one of which at least would have yielded additional revenue.

176. Budget equilibrium and reappropriation.—At the time of the general discussion of the budget, the members frequently refer to the fact that the budget is a deficit budget and press for retrenchment. At the instance of the Council a Retrenchment Committee was appointed and economies effected to the extent of Rs. 20 lakhs. Apart from this general retrenchment an idea of the individual proposals for reduction made at the time the budget demands are discussed can be obtained by a reference to the detailed statement of motions to reduce grants.

Reappropriations are not dealt with by the Council. The demand as voted by the Council or certified by the Governor cannot be increased except by a supplementary vote of the Council. But in dealing with the audit and appropriation accounts of the province, the Committee on Public Accounts is required under rule 34 of the Legislative Council Rules to bring to the notice of the Council—

- (1) every reappropriation from one grant to another grant;
- (2) every reappropriation within a grant which is not made in accordance with the rules regulating the functions of the Finance Department or which has the effect of increasing the expenditure on an item the provision for which has been specifically reduced by a vote of the Council.

There have been no instances of (1) in this province, nor have there been any reappropriations which constituted breaches of the rules regulating the functions of the Finance Department.

177. This Government has so far dealt with the appropriation accounts up to and including that for the year 1925-26. These accounts show that expenditure was actually incurred in excess of the grant voted by the Council under the following items :—

	1922-23.	Rs.
(i) 5.—Land Revenue (Reserved)—Salaries of Deputy Directors of Land Records	145
(ii) 22.—General Administration (Reserved)—Salaries of Extra-Assistant Commissioners	27,327
(iii) 41.—Civil Works (Reserved)—Establishments and Tools and Plant charges	1,440
(iv) XVI.—Interest—Refunds of revenue	343
	1925-26.	
(v) 22.—General Administration (Reserved)—Executive Council—Travelling Allowance	1,200

Except in the case of item (ii) in regard to which it was held by the Finance Department that no excess had actually occurred, all the items were brought to the notice of the Council under rule 34 (2) (ii) of the Legislative Council Rules and supplementary demands were also presented for items (iii) (iv) and (v). Demands were presented for items (iii) and (iv) as the sums involved excesses in the demand as voted by the Council. In the case of (v) a reappropriation of funds to meet the excess was sanctioned by the Finance Department during the course of the year, but as the sum did not involve an excess over the demand as voted by the Council, no steps were taken to present a supplementary demand to the Council. At the time the appropriation report came under review it was held that a supplementary demand was also necessary and such a demand was presented to, and passed by, the Council in the March 1928 session. The question whether a supplementary demand should be presented in such cases is under the consideration of Government. In no other case was a reappropriation of funds sanctioned by the Finance Department.

178. The Council has hitherto made no comment on the report of the Public Accounts Committee.

(9) CONTROL OF EXPENDITURE—STANDING FINANCE COMMITTEE.

179. The functions of the Standing Finance Committee are described elsewhere. Its functions in respect of examining and advising on schemes upon which it is proposed to incur expenditure during the currency of a year for which no specific budget provision exists, and on matters, other than new item to be included in the budget, referred to it for opinion are dealt with here. Such cases normally are first examined in the department concerned, and if administratively approved, are then, under the standing orders, placed before the Departmental Standing Committee. Lastly, they are sent to the Finance Department for scrutiny. In practice, however, cases are frequently sent to the Finance Department for scrutiny before being sent to the Departmental Standing Committee. After scrutiny by the Finance Department all cases are placed before the Finance Committee except those in which the amount of expenditure involved is small, the expenditure is in itself not unusual and does not materially differ in character from items of expenditure already voted in the current year's budget. In all, 103 cases falling within this category have been placed before the Finance Committee since its institution. An examination of the list of these cases indicates that the Finance Committee has in most cases accepted the proposals placed before it without comment. But it has occasionally either approved a proposal subject to certain conditions or definitely rejected it.

180. Examples of a conditional approval are given below—

(1) The proposal to fill the post of Junior Deputy Registrar, Co-operative Societies, by the appointment of an Assistant Commissioner was placed before the Finance Committee on the 4th August 1923. The Committee advised that the Departmental Standing Committee should first deal with the case, and only approved of it when this had been done.

(2) The report of the Committee appointed by Government to make recommendations with regard to travelling allowance to Government officers on transfer was placed before the Finance Committee. The Committee approved the recommendations subject to alteration of the definition of the term "family" in the case of European officers, and of the quantity of personal effects to be conveyed by goods train by second grade officers. Both recommendations were accepted by Government.

(3) A proposal to make a grant of Rs. 5,000 to the Friends Union Hospital, Itarsi, was approved on the understanding that the patients who attended the hospital were not compelled to attend religious services. The proposal was accepted by Government.

(4) A proposal to waive the recovery for a period of three years of the cost of the Chakbandi officer and his establishment employed in connection with the consolidation of holdings in the Chhattisgarh Division was placed

before the Committee. The Committee approved of the proposal, but recommended that the financial liability of Government in respect of the work to be done should be limited to a maximum of Rs. 50,000 and that after three years recovery should be effected of the cost of work. Government accepted the recommendations. It will be observed that in the third of these cases the Committee's advice went beyond purely financial considerations.

181. Examples of cases in which the Finance Committee definitely disapproved of proposals are given below :—

(1) In December 1922 a case was put before the Committee in which Government and the Departmental Standing Committee approved of a revised scale of pay for women teachers in the Subordinate Educational Service. The Finance Department first expressed the opinion that the increased scale should not be sanctioned on the ground that it would give women teachers a higher scale of pay than men and would give rise to discontent among the men teachers and a claim for higher pay; that even with the enhanced pay sufficient women teachers would not be available and that the financial position at the time was bad. The Finance Committee endorsed this view which was eventually accepted by Government.

(2) A proposal for a grant-in-aid to cover the Public Works Department percentage charges on the construction of a dispensary building, although administratively approved, was disapproved by the Finance Committee on the ground that the divisible expenditure in the Central Provinces was already in excess of the proportion fixed by the Sim Settlement. Government accepted the recommendation of the Committee.

(3) A proposal to continue for two years the staff sanctioned for revision of settlement in two Berar taluqs was disapproved by the Committee on the ground that the Settlement Bill had not been passed. The proposal was, however, sanctioned by Government.

(4) A proposal to construct quarters at Government expense for the Superintendent, District Jail, Amraoti, was not accepted by the Committee. It suggested instead that either a house-rent allowance should be granted to the Superintendent or a building taken on lease for him by Government. Government accepted the recommendation of the Committee.

(5) A proposal to make an additional grant to the Emergency Committee, Jalgaon, to meet the salaries of vernacular school teachers was not approved by the Committee, but it considered that a loan would be unobjectionable. Government accepted the recommendation of the Committee. Here again it will be observed that in one case the Committee did not confine itself to financial grounds; and this was the only case in which Government did not accept its recommendations.

182. The advice of the Finance Committee has also been sought on big schemes of expenditure. Examples of this are the proposals for the construction of a Science College at Nagpur which was placed before the Standing Committee in February 1925. This building is still under construction and according to the latest figures is estimated to cost Rs. 11 lakhs.

A programme of expenditure on the construction of capital works in the Irrigation Department over a period of fourteen years and estimated to cost Rs. 4.80 lakhs was placed before the Finance Committee at a meeting on the 5th February 1924 and was approved.

(10) PROPOSALS FOR RETRENCHMENT OR EXPENDITURE EMANATING FROM THE COUNCIL—EFFECT OF SECTION 80-C OF THE GOVERNMENT OF INDIA ACT.

183. Motions to reduce grants are dealt with separately in this Memorandum. The only other opportunities for proposals for retrenchment or expenditure are provided by resolutions or the general discussion of the budget. The two statements included as Appendices XIV and XV show resolutions moved in Council with the immediate object of (i) retrenchment or expenditure, and (ii) incurring additional expenditure.

184. The subject of retrenchment assumed great importance in the first years of the Reforms. In introducing the budget for 1922-23, the Finance Member pointed out that the normal financial position of the province then showed a large deficit. The Meston Settlement promised a net gain of Rs. 28 lakhs to the finances of the province, but additional expenditure of Rs. 1.78 lakhs on account of the cost of the reformed Government, and of Rs. 74.78 lakhs on account of revision of pay of establishment to meet the increased cost of living, left a deficit of about Rs. 48 lakhs. Even this did not represent the full extent of the deficit if the proposals of the Sim Committee as regards the financial settlement between the Central Provinces and Berar were to be accepted. For this purpose it would be necessary to find an additional Rs. 33.56 lakhs, making a total deficit of Rs. 82 lakhs. Moreover the policy of ultimate prohibition adopted by the local Government was bound to result in a progressive diminution of the excise revenue. This alarming situation could only be met by retrenchment or additional taxation or both. The Finance Member pointed out that Government had already effected considerable economies and was exploring all avenues of retrenchment, but warned the Council that "the savings which are possible are small in comparison with our deficit, and it will take time to realize them. If we were to embark on a policy of stagnation and to refuse money required for the maintenance or extension of communications, for providing buildings or other works indispensable to progress in the departments of Education, Medical, Agriculture, or Industries, and were to make up our minds to cease protecting the agricultural classes from the worst effects of the failure of the rains by constructing irrigation works, we could, no doubt, cut down our allotments for works and reduce our establishment of engineers accordingly, and I do not say that we may not eventually be driven to do this; but this would be a policy which the Government cannot contemplate and which, I believe, this Council would not endorse for a moment until every other reasonable means of securing equilibrium had been tried". The measures proposed by the local Government included the enhancement of court-fees, stamp duties, registration fees and a few miscellaneous fees, and were estimated to yield about Rs. 19.5 lakhs only in a normal year, a sum totally inadequate to balance normal revenue and expenditure. But it was hoped, that the yield on such enhanced duties and fees, together with such retrenchment as might be effected, might with the aid of abnormal receipts from the collection of suspended land revenue and taccavi advanced during the recent scarcity succeed in balancing the 1922-23 budget. Consideration of future measures would have to be left to a later date.

185. The discussion on the budget which followed clearly showed that non-officials were not convinced that Government had done all that was possible by way of retrenchment. In the general discussion, three non-officials definitely recommended the appointment of a Retrenchment Committee consisting of non-official members of Council. After the general discussion had been completed Government announced its decision to appoint a Retrenchment Committee of six non-official members of the Legislative Council and one Government official. The terms of reference were as follows :—

"To examine the recurring expenditure, including under this term the normal allotments for the Roads and Buildings and Irrigation Branches of the Public Works Department, and to recommend to Government such economies and retrenchments as they consider to be desirable."

It was stated that under these terms of reference the Committee would be able "to consider the salaries paid to all classes of Government servants and to make recommendations on that subject".

186. The report of the Committee was issued in October 1922. Before Government had had time to consider it, a motion for adjournment was moved in November 1922 in Council to discuss the desirability of giving immediate effect to the unanimous recommendations of the Retrenchment Committee. In the debate which followed, some members pressed

for the immediate introduction of those reductions which received the unanimous support of the Committee, others merely desired that members of Government and Heads of Departments should hasten examination of the conclusions of the Committee and that Government should make a declaration of its decisions without delay. Government issued a resolution on the report of the Committee in March 1923.

187. In introducing the budget for 1923-24, the Finance Member gave details of the extent to which Government had given or desired to give effect to the recommendations of the Committee. The economies effected by Government on its own initiative and those recommended by the Retrenchment Committee were estimated at Rs. 20½ lakhs per annum. After the general discussion of the budget a resolution was moved that 12 recommendations of the Retrenchment Committee's report should be adopted, but the resolution was only partly discussed for want of time, and not decided. As has been explained elsewhere, a succession of good harvests, combined with the measures taken to improve revenue on the one hand and economize expenditure on the other, resulted within a few years in the accumulation of large balances. This improvement in the provincial finances and consequent release of considerable sums for expenditure in the transferred departments resulted in a relaxation of the pressure for retrenchment.

188. Section 80-C of the Government of India Act bars any proposal for enhancement of expenditure within the Council. On the reserved side there is no pressure for enhancement except for the separation of executive from judicial functions for which the Council announced by means of a resolution its willingness that Rs. 9 lakhs should be appropriated. On the transferred side on the contrary there is continuous pressure for more funds, and specific resolutions have been passed approving of objects involving expenditure such as the establishment of a Public Health Institute. The Council has even gone to the length of making cuts in a demand to emphasize the desire for increased expenditure under it. These facts sufficiently indicate that the provisions of section 80-C alone stand in the way of the Council in the appropriation of funds for expenditure not provided in the budget. Incidentally it may be noted that no such restriction is placed upon the Finance Committee, and the wishes of the Council are thus sometimes achieved through the agency of non-official members on the Finance Committee. A noteworthy instance is the increase in the provision for improvement of water-supply in rural areas. In the second edition of the budget for 1927-28 the Finance Department included a provision of Rs. 20,000 under the head "33.—Public Health" for expenditure for the improvement of water-supply in rural areas. When the budget came before the Finance Committee, it suggested that larger grants should be provided for the purpose, both in the Central Provinces and Berar and recommended that the provision should be raised to Rs. 50,000. The recommendation was accepted and the allotment increased to this extent. Similar recommendations can, of course, be made by the other non-statutory Standing Committees attached to departments. Such, however, has not been the practice and the departure is interesting as the proposal had already passed through the departmental committee without any such suggestion for enhancement. There is nothing in the constitution of the Finance or other Standing Committees to restrict them from putting forward concrete proposals for enhancing expenditure, and as these committees represent all the principal parties in the Council, the unanimous recommendations of the non-official members would carry considerable weight.

(11) PUBLIC ACCOUNTS COMMITTEE.

189. Constitution.—Under rule 33 (3) of the Legislative Council Rules the Committee on Public Accounts consists of such number of members as the Governor may direct, of whom not less than two-thirds shall be elected by the non-official members of the Council, the remaining members being nominated by the Governor. In this Province the Committee consists of 9 members, of whom 6 are thus elected and 3 nominated. The three

nominated members include the Finance Member and Finance Secretary, and the third has usually been a non-official member of the Legislative Council.

The Committee is constituted for the purpose of dealing with the audit and appropriation accounts of the province and such other matters as the Finance Department may refer to it. In scrutinizing the accounts the Committee is required to satisfy itself that the money voted by the Council has been spent within the scope of the demand granted by the Council. It is also required to bring to the notice of the Council—

- (1) every appropriation from one grant to another ;
- (2) every reappropriation within a grant which is not made in accordance with the rules regulating the functions of the Finance Department, or which has the effect of increasing the expenditure on an item the provision for which has been specifically reduced by a vote of the Council ; and
- (3) all expenditure which the Finance Department has requested should be brought to the notice of the Council.

190. Audit and Appropriation Reports.—The audit and appropriation reports which form the basis of the scrutiny applied by the Committee are prepared annually by the Accountant General.

The Committee have so far dealt with the audit reports and the appropriation reports for 1921-22, 1922-23, 1923-24 and 1924-25, and the audit and appropriation accounts for 1925-26.

Procedure.—Both the audit report and the appropriation report are submitted by the Accountant General in the first instance to the Auditor General. The latter forwards them with his comments to the local Government. After they have been noted on in the Finance Department, copies of the report, comments and notes are supplied to members of the Public Accounts Committee. A date is then fixed for a meeting of the Committee to consider and discuss the report. At this meeting the Accountant General is invited to be present.

Audit and Appropriation Accounts.—The form of the report was changed with effect from 1925-26 as a result of recommendations made by the Auditor General. The most important alterations effected were the inclusion of special mention of reappropriations, the rearrangement of voted and non-voted expenditure so as to place them in juxtaposition under each head, and in general a greater wealth of detail. When the accounts of 1925-26 came up for examination in November 1927, the procedure of the Committee was made more formal with a view to emphasizing its powers and responsibilities. Formerly the explanatory notes prepared by the Finance Department had satisfied in advance objections which the Committee might have raised and in consequence they had not in practice examined heads of departments or recorded formal proceedings. But on this occasion as soon as the accounts and the Auditor General's comments thereon were received in the Finance Department, copies were sent to each member of the Committee, and at the same time to each Head of Department, but the notes prepared by the Finance Department were not, as in the past, circulated to members of the Committee. As a result of the spur thus given, the Committee spent three days in examining the reports and examined every Head of Department. Formal evidence was recorded and a report drafted. Government has issued a resolution on this report dealing seriatim with the various recommendations and observations contained in it. One matter which affects the Council in which Government has accepted the suggestion of the Committee is that in future a statement should be placed on the table of the House showing to what extent the original appropriations for non-voted expenditure have been modified from time to time by the Finance Department.

191. The fact that until recently the Public Accounts Committee was used as the Finance Committee has tended to obscure the importance of its functions in the former capacity. Now that the two bodies have been definitely separated and the influence of the Finance Department on the Public

Accounts Committee been relegated to the background, a marked improvement has already been seen and the Committee has at last developed a real sense of its powers.

In dealing with the appropriation report, cases were brought to notice in which expenditure had been incurred in excess of the sanctioned demand. Under rule 31 of the Legislative Council Rules, a demand for the excess has, in such circumstances, to be presented to the Council. During the years 1921-22 to 1925-26 there were altogether 19 such cases in reserved departments and 3 in the transferred and 1 demand for both reserved and transferred. On being satisfied that the excess was due to good cause in each case, the Committee on Public Accounts recommended that the excesses should be sanctioned. Supplementary demands were accordingly presented to the Council and all were passed.

The appropriation report also disclosed 4 cases in which excess expenditure had been incurred on items the provision for which had been specifically reduced by the Council. Under rule 34 (2) of the Legislative Council rules it is the duty of the Committee to bring such cases to the notice of the Council. In 3 of the 4 cases the excesses did not at the same time involve excesses over the total grant voted by the Council. With regard to 2 of the cases, no further action was considered necessary, but in the third case a supplementary demand was presented to and passed by the Council. In the 4th case which related to a reserved subject the excess also involved an excess expenditure of Rs. 1,440 over the total grant. On the recommendation of the Committee a supplementary demand was presented to the Council to cover the excess, but it was rejected by the Council without assigning any reason. The expenditure was then regularized by the exercise of the Governor's power of certification.

192. Under rule 32 (1) (ii) of the Legislative Council Rules, a supplementary demand is to be presented to Council when a need arises during the currency of a year for expenditure for which the vote of the Council is necessary, upon some new service not contemplated in the budget for that year. One infringement of this rule was brought to light in the audit and appropriation accounts for 1925-26. A supplementary demand for the excess was accordingly presented to the Council and passed by it.

(12) THE FINANCIAL SETTLEMENT BETWEEN THE CENTRAL PROVINCES AND BERAR. THE SIM COMMITTEE.

193. With reference to a resolution passed by the Legislative Council in March 1921, the local Government appointed a Committee to submit a scheme for a financial settlement between the Central Provinces and Berar, designed, while safeguarding the necessary requirements of a Single Government, to secure that a reasonable share of Berar revenues should be spent for the benefit of Berar. The Committee consisted of two officials and four non-officials. A brief summary is given of its recommendations :

- (i) In order to assess the contribution of the Central Provinces and Berar, respectively, to the joint revenues of the province, the only heads of revenue which can fairly be taken into account are Land Revenue, Excise, Stamps, Registration, Education, Agriculture, Civil Works, and the net receipts from Forests and Irrigation; of the total contributions under these heads in the years 1920-21 and 1921-22 the Central Provinces contributed three-fifths, and Berar two-fifths.
- (ii) Provincial expenditure may be divided into "central" and "divisible" expenditure. Central includes (a) expenditure on Land Revenue, Excise, Stamps, Registration, General Administration, Administration of Justice, Police, Jails and certain other heads, expenditure on which must be regulated by the needs of the province as a whole, and cannot be distributed according to the work done in the two parts of the province, and (b) expenditure made compulsory by the Devolution Rules,

such as the annual provincial contribution to central revenues, the Famine Insurance Fund, and interest on capital expenditure incurred by the Governor General in Council in the construction in the province of *protective* irrigation works, which in the past were financed from the "Famine Grant"

Divisible expenditure includes (a) interest on capital expenditure incurred by the Governor General in Council on the construction of *protective* irrigation works, miscellaneous irrigation expenditure, and expenditure on irrigation works financed from ordinary revenues, and (b) expenditure on civil works, other than major works in connection with the provincial subjects the expenditure on which is "central", on public health, grants to local bodies, and, subject to the proviso that superintending and inspecting staffs and any institutions maintained for the benefit of the whole province are to be treated as "central", expenditure on education, medical administration, agriculture and industries.

- (iii) The total money available for expenditure under these "divisible" heads is to be distributed between the Central Provinces and Berar in the same proportion of three-fifths to the Central Provinces and two-fifths to Berar, as the contributions derived from the two localities bear to one another.
- (iv) This proportion of three-fifths and two-fifths should be altered only at long intervals, and when a radical change in the proportion of the comparative contributions has become apparent. (The local Government has decided that it will not ordinarily review the proportion except at intervals of not less than five years.)
- (v) The application of this formula of distribution should in no circumstances have the effect of reducing fixed recurring expenditure, or involve the stopping of any previously sanctioned original work which is in progress. If therefore in any year the total expenditure of either the Central Provinces or Berar on recurring charges or works in progress exceeds its proportionate share of the total divisible expenditure, new items of expenditure in that locality must be reduced to an amount sufficient to restore the balance.
- (vi) In the financial settlement no account is taken of loans, as receipts on account of loans granted by the local Government to cultivators or local bodies should be counterbalanced on the side of expenditure by payments against the provincial loan account. Even if the provincial loan account should ever be financed out of provincial revenues the payment of interest on loans made by the local Government would represent a net revenue; but it would obviously be impossible to distribute this income as its source could only be the lending out of a provincial balance, and it is not proposed to distribute such balances between Berar and the Central Provinces.

194. The report is dated the 24th October 1921. It was published in the *Central Provinces Gazette* on the 24th December 1921, and in July 1922 Government issued orders accepting the recommendations of the Committee. In January 1923, five sessions after the report had been placed in the hands of members, a resolution was moved in the Legislative Council by a Central Provinces member to the effect that the financial settlement between the Central Provinces and Berar should not be given effect to. A lengthy debate followed. The general feeling among the Central Provinces members was that Berar had secured considerable advantages from amalgamation with the Central Provinces and that it should not claim to have its revenues reserved for itself. The Berar members, on the other hand, felt that money was not being spent in Berar to the extent that her contribution to the general revenues justified, and that the arrangement proposed by the Committee was necessary to remedy a legitimate and long-standing grievance.

The resolution eventually failed by 25 votes to 39. But in the course of the debate Government announced that exceptions would be made to the strict application of the rule regarding the proportion of divisible expenditure in the following special cases :—

- (1) Expenditure which a head of department considers should be incurred for humanitarian purposes ;.
- (2) Expenditure which a head of department considers unavoidable ; and
- (3) Expenditure which a head of department considers would directly or indirectly benefit Berar as well as the Central Provinces.

If therefore expenditure falls within the exceptions noted above it can be included in the budget demand irrespective of the existing proportion of divisible expenditure between the Central Provinces and Berar.

195. Effect was given to the new arrangement from the budget for 1923-24. In order to gauge the extent to which the recommendations of the Committee are being given effect to each year, statements are attached to the budget showing the comparative contribution for the budget year of each part of the province and the distribution of divisible expenditure between each according to the budget proposals. The statement included as Appendix XVI shows the total divisible revenue and expenditure for the Central Provinces and Berar since 1923-24 and the percentage of revenue contributed and expenditure enjoyed by each. Since 1923-24 the percentage of divisible revenue contributed by the Central Provinces has risen from 59 per cent to 62 per cent, whilst in Berar contribution has fallen from 41 per cent to 38 per cent. As regards expenditure, the Central Provinces' share has been reduced from 72 per cent in 1923-24 to 62 per cent in 1926-27, and the Berar share increased from 28 per cent to 38 per cent.

In 1923 when the settlement was first brought into effect, the Central Provinces share of divisible expenditure was largely in excess of the proportion fixed for it and was not capable of immediate reduction. It could only be reduced by diminution of new expenditure so that in practice new divisible expenditure for the Central Provinces had to be omitted, as financial conditions at the time did not permit of an expansion of expenditure in Berar sufficient to adjust the balance. The Central Provinces representatives in the Legislative Council thus found that all the needs of their districts for new works and schemes were blocked by the operation of the settlement, whilst the Berar members were also dissatisfied so long as the recognized percentages were not actually reached. The position was one of great administrative difficulty. A combination of circumstances favourable to the finances of the province helped to accelerate arrival at the stage of equilibrium. The entire rejection of the budget in 1924-25, the absence of a Ministry in 1925-26 resulting in a restriction of divisible expenditure in the Central Provinces, and a succession of favourable agricultural seasons all combined to increase the provincial balance. In the budget for 1926-27 it was possible to make specially large provision for new divisible expenditure in Berar with the result that the proportion of divisible expenditure in that part of the province rose from 30 per cent in 1925-26 to 38 per cent in 1926-27. This percentage has continued ever since, and it is hoped that with the cessation of the provincial contribution and a change in the rules of the Famine Insurance Fund that it will be eventually possible to work up to 40 per cent for Berar.

196. There are two other matters connected with the report which should be mentioned.

In paragraph 45 of their report the Committee recommended that the proportion of three-fifths and two-fifths should be retained until the statement of comparative contributions which will be furnished with each budget shows that the proportion has been radically altered. In the orders which issued on the report Government accepted the recommendation of the Committee

and decided that the proportion should not be reviewed except at intervals of not less than five years. The position was reviewed by Government in 1927 and it was decided that no change for the present should be made in the proportion already fixed. In paragraph 48 of their report, the Committee recommended that although there must be some variation between budgeted and actual expenditure, the distribution should be worked on the budget figure alone, and no attempt made to pursue the proposed distribution from the budget provision to the actual expenditure. But in order to satisfy itself that the machinery of reappropriation was not being used purposely to evade the proportion as given in the budget, a register was opened in the Finance Department for a record, with effect from 1926-27, of all reappropriations between Berar and the Central Provinces. The register shows that there are no large variations made in the budget provision by reappropriation between the Central Provinces and Berar.

It will, however, be observed that since 1927-28 the Central Provinces has contributed to the common chest more than the standard proportion of three-fifths. If this excess should continue over a period of years the revision of the standard will be justified.

The operation of this settlement has been continuously a cause for criticism. The Berar members have in general recognized that the settlement represents a reasonable compromise and that Government has made genuine efforts to work up to it. The Central Provinces members continue to display resentment at what they consider the "pound of flesh" attitude of the Beraris. An obvious bone of contention between them is the administration of the Famine Insurance Fund and irrigation expenditure. Protective irrigation works are a central and individual item of expenditure, but as the expenditure is highly local both parts of the province naturally desire to obtain the maximum benefit from it. In practice irrigation is confined to the Central Provinces as it is extremely doubtful whether conditions in Berar are suitable for it. But the members from Berar press for expenditure there, and of recent years have been able to plead as a special reason the deficiency of the rainfall.

This competition for the allocation of expenditure classed as central finds expression in other ways also. If scarcity or famine is declared in an area it immediately gets the benefit of expenditure from the Famine Insurance Fund which is a central item of expenditure. If, on the other hand, a partial failure of crops is met without declaring scarcity by a liberal distribution of agricultural loans and by an expansion of the ordinary Public Works Department programme, the enhanced expenditure is divisible. The pressure to declare scarcity is thus increased as it enables an area to obtain the benefit of increased expenditure without affecting its share in divisible expenditure. Thus in 1927 a proposal was made to expand the Public Works Department budget by means of a supplementary demand to provide for additional road construction in the Yeotmal district of Berar in an area where scarcity conditions prevailed. The Minister refused to approve of a supplementary demand being made under the head "Civil Works (Transferred)" and considered that the expenditure should be met by a supplementary demand under the head of "Famine Relief (Reserved)". The policy of Government hitherto was to provide employment for labour, in an area in which a failure of crops made it necessary, by an expansion of the programme of Civil Works. But with Civil Works a transferred subject and Famine Relief a reserved subject, it is possible for this policy to be viewed from different angles by the two sides of Government.

In this instance a supplementary demand was inevitable under whichever heads the expenditure was to be provided for and it was rightly pointed out that if the Legislative Council refused to pass a supplementary demand it would be easier to certify the expenditure under a reserved than a transferred head. But it is equally true that in a case of this nature one part of the province thus gets the benefit of expenditure under a non-divisible head for the construction of roads, expenditure on which is normally divisible.

PART VIII.—THE LEGISLATURE—GENERAL.

197. The Governor's Address.—The Governor in his address to the Council, usually made at the beginning of each session, deals generally with the political and economic situation of the province. An attempt was made at the first Reformed Council to treat his speech on the same lines as the speech from the Throne on the occasion of the opening of Parliament. Thanks for the address were moved and the mover's idea was that a full-dress debate on the policy of Government with amendments to the motion should take place. Later it was realized that such an attempt was inappropriate and it was abandoned.

Messages from the Governor.—Only on one occasion in March 1921 has a message from the Governor under Standing Order 72 (2) been presented to the Council. This message was with reference to the measures taken to combat the spread of the non-co-operation movement. On other occasions Members of Government have made statements in Council which they stated were made with the approval of the Governor, but without conforming to the procedure laid down in Standing Orders for formal communications. The subject chiefly dealt with in such communications was that of negotiations between the Governor and members of the Council with regard to the formation of a Ministry.

Formalities.—The customary courteous references to deaths and honours are made from time to time as occasion arises and also speeches of farewell and welcome to outgoing and incoming Presidents. In January 1922 the Council met in the darbar tent at Government House for the purpose of presenting an address to His Royal Highness the Prince of Wales. The President read the address on behalf of the members and His Royal Highness replied. The ceremony is included in the proceedings of the Council. At the end of the first Council several members made valedictory speeches reviewing the achievements of the Council. This practice was not repeated.

Messages to the Governor.—An attempt was made during the second Reformed Council to place on record resolutions, which were not otherwise admissible, in the guise of messages to the Governor. These motions were ruled out of order.

Statements by Members of Government.—Members of Government have, time to time, made statements, with the permission of the President, on matters of outstanding public importance, such as industrial development, the financial position of the province, the remission of provincial contributions by the Government of India and communal riots. Statements have also been made in respect of widespread calamities such as have caused, or are likely to cause, famine or scarcity. Formal statements of policy by Ministers have been made only occasionally, and have always been refused in reply to interpellations.

Resolutions moved by Government.—There has been only one instance of a resolution moved by Government. This related to the appropriation of 9 lakhs remitted by the Government of India out of the annual provincial contribution. The object of the resolution was to obtain the opinion of the Council on the manner in which this windfall should be expended. Government put forward definite proposals, which formed a basis for discussion and amendments; and on the resolution, as thus amended, supplementary demands were subsequently framed.

Sittings of the Council.—The Council originally sat at 11 in the morning, and after one or two experiments the normal hour for sitting (to which the Governor's consent is obtained) is now 12 noon. A convention has been established for the benefit of Muhammadan members whereby the Council meets at 1-30 p.m. on Fridays. Times for sittings are altered on rare occasions with the consent of the Governor. The usual hour for rising is in the neighbourhood of 5 p.m., but in a heavy session sittings have been prolonged till 6 or 7 p.m.

President of the Council.—There have been so far four Presidents of the Council :—

Sir G. M. Chitnavis, K.C.I.E.

Mr. (now the Hon'ble Mr.) S. B. Tambe.

Mr. Y. M. Kale.

Sir S. M. Chitnavis, Kt., I.S.O.

Sir G. M. Chitnavis, the first President, was appointed under section 72-C (1) of the Government of India Act by the Governor. He had represented the province in the Imperial Legislature for years, and thus possessed a valuable experience of Council procedure. He held office for the full term of four years from January 1921 to March 1925. Mr. Tambe was elected from the Swarajist majority in the Council and held office until December 16th, 1925, when he resigned on acceptance of membership of the Executive Council. From that date to March 1926 when the Council again met, there was no President and the current duties were performed by the Deputy President, Rai Bahadur K. S. Nayudu. Mr. Kale actually presided over one session of the Council only, but held office until September 21st, 1926, when the Council was dissolved. Thenceforward until January 1927, when the Council met, there was no President. Mr. Kale was nominated as a candidate for the Presidentship in the third Council, but withdrew from candidature before the election. Sir S. M. Chitnavis was successful on the votes of the Nationalist party *plus* official and nominated members, defeating a Swarajist candidate.

The President has always commanded the respect and obedience of the Council and has never experienced any difficulty in maintaining order. His authority has been most frequently exercised in the enforcement of time-limits for speeches, and in keeping debate to the subject under discussion. Not infrequently he has had to remind members to abstain from personalities, but rarely has he had to demand the withdrawal of unparliamentary expressions, and those only of the mildest nature.

198. In the nomination to the panel of chairmen, or to membership of committees, the President's impartiality has never been questioned. The casting vote of the President under section 72-B (4) of the Government of India Act has been employed on three occasions. In September 1922 his casting vote rejected a minor amendment to the Municipalities Bill. In March 1926 there was a tie on Budget Demand No. 3—Stamps (Reserved) after the Demands No. 1—Land Revenue and No. 2—Excise had been refused by a majority of votes. The President gave his casting vote against the demand, which was thus rejected, on the ground that parliamentary practice required him when practicable to vote in such a manner as not to make the decision of the House final. The rejection of the demand would not be final as it was open to Government to reintroduce the demand as a supplementary demand at a future date.

The third occasion arose in March 1927 when there was a tie on a motion to reduce the Land Revenue demand by a sum of Rs. 54,582. The motion was brought on administrative and not on purely political grounds as on the previous occasion, and the President, Sir S. M. Chitnavis, cast his vote against the motion without comment.

199. The salary of the President was first fixed by the Governor at Rs. 3,000 a month. Sir G. M. Chitnavis, in view of the impoverished state of the provincial finances, voluntarily renounced his salary for the first year of office. He then drew salary at the rate of Rs. 3,000 for a period of a little over one month and at the rate of Rs. 2,000 for the financial year 1922-23. Thereafter he and succeeding Presidents have drawn a salary of Rs. 10,000 per annum—a voluntary act on the part of Sir G. M. Chitnavis, which was made binding on his successors by the President's Salary Act passed in March 1925. Section 2 of this Act restrains the President from practising any profession, engaging in any trade, or undertaking for remuneration any employment other than his duties as President during the

tenure of that office. The President is thus, in spite of the comparatively low figure at which his salary is now placed, reckoned a whole-time servant of the Council.

200. Council Under Secretaries.—Four Council Under Secretaries were appointed under the provisions of section 52 (4) of the Government of India Act in the first Council, and provision was made in the budget for their salaries at Rs. 250 a month each. This provision the Council reduced by three-quarters at the time of the passing of the first budget, and the Under Secretaries thereupon declared that they would work without remuneration. The experiment was thus crippled at the outset since members and ministers were diffident of availing themselves of the services of Under Secretaries, who were not all resident in Nagpur, when no remuneration in respect of their expenses could be given them. The experiment was not repeated in succeeding Councils, and no demand for its revival has been expressed in the Council.

201. Representation of parties on committees.—The names of members of select committees are proposed by the member in charge of the legislation under consideration. Proposals for additional names by other members are occasionally made, and if made, are invariably, as a matter of practice, accepted. Membership of elected committees, such as those for the amendment of Standing Orders and on Public Accounts, has normally been allotted in proportion to the strength of parties. A departure from this practice occurred in the second Council when the Swarajists resiled from their policy of abstention and packed the select committee on the President's Salary Bill with members of their party—a proceeding which was characterized by a member of another party—as outbureaucrating the bureaucracy. Despite their commanding majority, the amendments carried in this committee were not violent, or repugnant to the proper conduct of business in the House.

202. Resignations.—In the second Council some members found themselves unable to continue to subscribe to the programme of the Swaraj party, and in order to liberate themselves from their ties they followed the recognized parliamentary practice of resigning their seats, and offering themselves for re-election on their new platform. All the members who favoured the adoption of this new policy did not resign, but only the leaders.

203. Withdrawals and walk-outs.—On one occasion only has there been a pre-concerted withdrawal of a party. This occurred during the budget debate in 1926, when the Swaraj party left the Chamber in obedience to an order openly given in the Council by their leader. In 1928 the Swaraj party took no part in the proceedings of the January session except for the debate on the Statutory Commission resolution. In the following March session about half the party attended, but took little part in the business of the House. In each case the procedure of the party was dictated from outside the province by the all-India Congress Committee.

204. Council's attitude to its own privileges.—The first Council was, as is natural in a new body, peculiarly sensitive in respect of its own privileges, and some extravagant demands were made by means of questions and resolutions. Privileges demanded included the free inspection of any Government records, free quarters while attending Council, exemption from the application of the Arms Act, restoration of the title of "Honourable" to members, and precedence in interviews with the Governor. This demand for privileges almost completely disappeared in the second Council as it was incompatible with Swarajist principles, and has only reappeared in a moderate form more recently.

205. Time-limit of speeches.—In the case of resolutions, motions for adjournment and the general discussion on the budget a time-limit is or may be prescribed under Council Rules and Standing Orders. At other times,

to facilitate business, the President fixes a time-limit for speeches. These limits have never been strictly enforced. A warning to a member that his time is drawing short is frequently met with a request for further indulgence, and it is not unusual for several extensions to be given. In the end a member's prolixity has sometimes only been cut short by an order to resume his seat.

206. Use of the Vernacular.—With succeeding years the number of members who are unacquainted with English in the Council has steadily decreased, and the facilities given to members who are unacquainted with English are not often invoked. In addition to Council Rule 14, which permits members who are not sufficiently fluent in English to speak in the vernacular, aid is, if necessary, given to them by supplying vernacular translations of lists of business and vernacular translations of answers. The last-named procedure is only adopted for questions originally put in the vernacular. Further, in important debates, the President, occasionally on his own initiative, but more often in response to a demand voiced in the House, has called on a member on the Government benches to summarize his speech in vernacular for the benefit of the few members who have been unable to follow the debate.

It has been noticed that the demand for use of the vernacular in Council proceedings emerges most strongly when matters, such as the constitution of the Statutory Commission, on which it is desired to emphasize the solidarity of national sentiment, are under discussion. And the demand may be said generally to be based on this sentiment rather than on any failure to understand the proceedings when conducted in English. Persistent efforts have been made to add the following sub-paragraph to Standing Order 24 :—

“Any member may intimate the President that he is not fluent in English and, on his so doing, he may speak in any recognized vernacular of the province.”

This proposal is contrary to Council Rule 14 by virtue of which English is declared to be the language of the Council, and the President, not the member, is recognized as the judge of the member's fluency therein. The member, who was responsible for this motion, is himself fluent in English and addresses the Council in that language.

Another member now speaks in Hindi from an English manuscript, after having made his first speech in the Council in fluent English.

Speeches in the vernacular always present some difficulty to the Council reporters, and the practice has been to record a summary only in the Council proceedings, as it is impossible to take them down *in extenso*. The member to whom reference is made above illustrates these difficulties in a singular manner as he has alleged that his speeches were not reported in full, and sent the original English version of a speech for the purpose of checking the accuracy of the English translation of the Hindi version which he actually delivered. Copies of speeches made in English are accepted for the purpose of checking inaccuracies by the reporting staff, but no provision exists for this abnormal procedure.

207. Introduction of Bill opposed.—On one occasion in 1924 the convention that motions for leave to introduce a Bill are not opposed was set aside and leave to introduce the Cattle Trespass Bill was opposed. The Bill was not opposed on its merits but as part of the general policy of the dominant party of the House at the time to obstruct the working of the Council in every possible way.

208. Conveniences provided for members.—Suitable quarters at a rent of Rs. 2 a day have been provided in a building known as the “Council House” near the Maharajbagh Club for the use of members during Council sessions. In the Council Hall there is a Library and a refreshment room for members. The Library contains reports of the proceedings of Central and Provincial Legislatures, reports of committees and commissions,

departmental manuals and departmental annual reports and also the proceedings of the British Parliament from 1906 onwards.

In 1922 a House Committee was set up in the Council. Its activities were confined to providing a refreshment contractor and to arranging for the accommodation of members referred to above. In a Council of limited size, which meets at the most three times a year only for a period of a few days, there is no room or need for a permanent House Committee. This committee had no statutory basis and soon died a natural death.

209. Interest of public in proceedings.—The interest taken by the public in the work of the Council is small, and the attendance in the public galleries is moderate except on spectacular occasions such as the Governor's address or when a pungent debate is anticipated.

Tickets of admission to the galleries are obtained from the Secretary of the Council, but a card signed by the President or a Member of Government is accepted in place of a ticket.

210. The Press.—Newspapers obtain admission for their representatives by applying to the Secretary for a ticket stating the name of the representative proposed. A newspaper may have two tickets, but only one representative is admitted at a time. Accommodation is provided for 14 press reporters, but the general attendance is not usually more than 6. The proceedings are reported most fully by the *Hitavada*, the leading English paper of the province, and by the *Maharashtra*. Brief summaries are published in the presidency newspapers and most of the local periodicals of any standing comment on any proceedings of general interest from time to time.

PART IX.—THE BERAR LEGISLATIVE COMMITTEE.

211. The Berar Legislative Committee was constituted in 1923 with the following membership :—

- 17 non-official Berar members of the Legislative Council nominated thereto as a result of elections in Berar ;
- 1 member of Government ;
- 1 the Legal Secretary ;
- 2 nominated officials ;
- 1 member nominated to represent the depressed classes.

In addition to these 22 members, the Governor may nominate not more than 2 persons with special knowledge or experience of the legislation to be considered.* In practice such members have been invariably nominated. The committee thus composed of 24 members is presided over by the President of the Provincial Legislative Council, or in his absence by a member of the committee nominated by him.

212. The committee is advisory in character and may deal with only such legislation affecting Berar as the Governor General in Council may authorize being placed before it. Such legislation may consist of either draft laws relating to land revenue, village administration, fairs and markets, matters on which Berar has at present laws differing from the Central Provinces, or modifications of Central Provinces Acts proposed for Berar.

A non-official member may place legislation before the committee only after it has been approved provisionally by the Governor General in Council.

213. The procedure of the committee corresponds to that of the Legislative Council. The draft of the law after amendment by it is reported to the Governor General in Council through the local Government. The

Governor General in Council, if he does not accept the draft, calls upon the committee to consider the amendments which he proposes and report again to him. The report is in no way binding on the Governor General in Council who reserves full power to legislate for Berar as he thinks fit.

214. Two official bills have been placed before the committee—the Berar Land Revenue Code and the Central Provinces Court of Wards Act. The former is a redraft of the Berar Land Revenue Code with substantial alteration. The draft was provisionally approved by the Governor General in Council before presentation to the committee. It was introduced in July 1925, and was discussed for seven days at a session of the committee held at Amraoti in November-December 1925. Amendments of a drastic nature were moved by the non-official majority and, without exception, carried. The principal were—

- (1) declaration that absolute ownership, including mineral rights, vested in the occupant of land,
- (2) rigid limitation on enhancements of land revenue and fixation of the minimum period of settlement at 30 years,
- (3) prescription of an elaborate enquiry into the net profits of agriculture as the basis of resettlement,
- (4) limitation of the powers of the revenue staff in dealing with arrears of land revenue,
- (5) limitation of the rate of cess levied for the payment of village servants to a figure that would leave a deficit to be met from provincial revenues.

The Code, as thus amended, was reported to the Government of India with the recommendations of the local Government. Some amendments were accepted by the Governor General in Council, and the Code was referred back to the committee for further consideration on the points on which he was unable to accept their views. The committee met again in December 1927 and rejected all the amendments proposed by the Governor General in Council. The Bill has again been reported through the local Government to the Government of India, and final orders are awaited. The Court of Wards Act was placed before the committee in December 1927. It was a non-controversial measure which Government had no desire to press if non-official opinion was opposed to it. It was unanimously accepted in principle and has been referred to a select committee.

215. The committee serves a useful purpose in eliciting informed opinion on legislation affecting Berar. The measure first placed before it was one on which fundamental differences were known to exist between official and non-official opinion, particularly with regard to the rights claimed for the owners of land and the principles of land revenue settlement. Reconciliation of these conflicting views was an impossibility. The committee was able to secure a substantial modification of the proposals first put before it, but their total rejection of the recommendations of the Governor General in Council left Government with the difficult choice between abandonment of the Code, leaving the existing Code with its admitted imperfections to continue to operate, or recommending that the Code be passed in a form which non-official opinion had twice uncompromisingly disapproved. Either course would fail to satisfy non-official opinion.

PART X.—THE INTERNAL WORKING OF THE EXECUTIVE GOVERNMENT.

216. The Governor.—The new constitution was inaugurated in this province on December 17th, 1920, with the installation as Governor of the

then Chief Commissioner, Sir Frank Sly, K.C.S.I., I.C.S. Sir Frank Sly made over charge of his office to Sir Montagu Butler, K.C.S.I., C.B., C.I.E., C.V.O., C.B.E., I.C.S., on the 26th January 1925. Sir Montagu Butler was on leave from the 20th August to the 16th December 1927, during which period the Hon'ble Mr J. T. Marten, C.S.I., I.C.S., acted as Governor.

217. Members of the Executive Council.—The Hon'ble Sir B. P. Standen, K.C.I.E., C.S.I., I.C.S., Finance Member, and the Hon'ble Sir M. V. Joshi, K.C.I.E., Home Member, were appointed as the first Executive Councillors on the 17th December 1920. Their terms of office expired simultaneously on the 17th December 1925 and their places were taken by the Hon'ble Mr. J. T. Marten, C.S.I., I.C.S., and the Hon'ble Mr. S. B. Tambe, B.A., LL.B., who were appointed as Finance Member and Home Member, respectively.

The Hon'ble Mr. Marten was absent on leave from the 25th March to the 22nd July 1927, and the Hon'ble Mr. A. E. Nelson, C.I.E., O.B.E., I.C.S., was appointed a temporary Member of the Executive Council during that period. The Hon'ble Mr. Nelson was again appointed temporarily as a Member of the Executive Council on the appointment of the Hon'ble Mr. Marten as acting Governor, and permanently on December 17th, 1927, when the latter proceeded on leave preparatory to retirement. Both the present non-service members of the Executive Council—the Hon'ble Mr. Tambe and his predecessor, the Hon'ble Sir Moropant Joshi—are Maratha Brahmins by caste, and residents of Amraoti, the capital of Berar. Sir Moropant Joshi was an Advocate of the High Court practising in Nagpur. He had represented the Berar Landholders' Constituency in the pre-Reform Legislative Council from 1914 to 1917 and was recognized as one of the leading members of a community which dominated the political thought of one side of the province. The Hon'ble Mr. Tambe, like his predecessor, was a lawyer, but practising in Amraoti, not Nagpur. He was a member of the Legislative Council immediately preceding the Reforms, but held aloof from the first Reformed Council. He was elected to the second Council in 1924 and held the position of leader of the Berar Swarajists in the Council until March 1925, when he was elected to the office of President, which then became vacant on the completion of the four years' tenure of the first appointed President. Whilst occupying that position he accepted the post of Executive Councillor.

218. Ministers.—The Hon'ble Mr. (now Sir) S. M. Chitnavis, Minister for Agriculture, and the Hon'ble Rao Bahadur N. K. Kelkar, Minister for Education, were the first Ministers appointed after the elections held in November 1920 for the Reformed Legislative Council and remained in office throughout the life-time of this Council. Sir S. M. Chitnavis is a big landowner and had served Government in the Civil Service, in which he rose to be a Deputy Commissioner. Rao Bahadur N. K. Kelkar was a Maratha Brahmin by caste, and practised as a lawyer in the Balaghat district of the Central Provinces. Both Ministers were chosen on personal grounds by the Governor. They did not accept joint responsibility and had no definite party behind them in the Legislative Council.

When the second Council met for the first time in January 1924, Sir S. M. Chitnavis, and Mr. Syed Hifazat Ali, a Pleader from the Nimar district, were appointed as Ministers. They also were selected on personal grounds by the Governor, did not accept joint responsibility, and had no definite party behind them in the Legislative Council. The Council at its first session passed a vote of no confidence in them. Sir S. M. Chitnavis tendered his resignation, but was persuaded by the Governor to remain in office until it became clear that a Ministry could not function. Both Ministers resigned in March 1924 after the Council refused to vote their salaries. Thereafter the Ministry did not function for the remaining period of the second Reformed Council.

When the third and present Council met in January 1927 a vote was given in favour of the formation of a Ministry, and on the 1st February

1927 the Hon'ble Mr. Raghavendra Rao, a barrister-at-law of the Bilaspur district, and the Hon'ble Mr. R. M. Deshmukh, a landowner and barrister-at-law of the Amraoti district, assumed office—the former as Chief Minister and Minister for Education, and the latter as Minister for Agriculture. They had a definite party behind them in the Legislative Council, accepted joint responsibility and stood forward as the nominees of their party and not as nominees of the Governor.

219. **Distribution of business.**—The following statement shows the distribution of business between the members of the executive Government and in the Secretariat :—

Subjects allotted to the Governor.

Reference to Schedules of Devolution Rules.	Subject and extent of allotment.	How administered.	Secretary dealing with subjects.	Remarks.
1	2	3	4	5
Schedule I, Part I—				
	CENTRAL.			
Item No. 1	Defence of India, etc. ... The whole	Direct	Chief Secretary.	
„ 2	External relations, etc. ... Do.	do.	do.	
„ 3	Relations with States in India. ... Do.	Through the Political Agent.	do.	
„ 4	Political charges ... Do.	do.	do.	
„ 34	Ecclesiastical Administration, etc. ... Do.	Through the Lord Bishop.	do.	
„ 40	All-India services ... Do.	Direct	do.	
„ 42	Territorial changes, etc. ... Do.	do.	do.	
„ 43	Regulation of ceremonials, etc. ... Do.	do.	do.	
„ 45	The Public Services Commission. ... Do.	do.	do.	
„ 47	All other matters not included among provincial subjects. ... Do.	Direct or through the Head of the Department as the case may be.	do.	
Schedule I, Part II—				
Item No. 5	Education—The Rajkumar College and all other matters falling under (a) of that item.	Through the Political Agent.	do.	
PROVINCIAL.				
Schedule I, Part II.—				
Item No. 6	Public works—All matters relating to the residences of the Governor.	Through the Chief Engineer.	Secretary, Public Works Department, Buildings and Roads.	
„ 36	Excluded areas ... The whole	Direct	Chief Secretary.	
„ 44	Elections to Legislatures ... Do.	do.	Chief and Legal Secretaries.	
„ 47	Control of Services—The control of those services administering subjects allotted to the Governor under this Schedule, the postings of Commissioners, Deputy Commissioners and Extra-Assistant Commissioners, and the further powers of control given to the Governor under Devolution Rule 10.	do.	Chief Secretary.	

Subjects allotted to the Revenue and Finance Member.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule I, Part I—					
Item No. 5	... C o m m u n i c a t i o n s — R a i l - w a y s .	The whole ...	Through Chief Engineer, Public Works Department, Buildings and Roads.	Secretary, Public Works Department, Buildings and Roads.	
	Air craft ...	Do. ...	Direct ...	Revenue Secretary.	
	Water-ways ...	Do. ...	Through Chief Engineer, Public Works Department, Irrigation.	Secretary, Public Works Department, Irrigation.	
9	Ports declared to be major ports.	Do. ...	...	...
12	Currency and coinage ...	Do. ...	Direct ...	Financial Secretary.	
13	Public debt in India ...	Do. ...	do. ...	do.	
14	Savings Banks ...	Do. ...	do. ...	Revenue Secretary.	
15	The Indian Audit Department, etc.	Do. ...	do. ...	Financial Secretary.	
19	Control of production, supply, etc.	Do. ...	Direct as well as through Heads of Departments and Commissioners of Divisions.	Secretary concerned.	
20	Development of Industries in declared cases.	Do. ...	Through Director of Industries.	Revenue Secretary.	
21	Control of opium ...	Do. ...	Through Excise Commissioner.	Financial Secretary.	
22	Stores and stationery except those required for provincial transferred departments.	Do. ...	Direct ...	Revenue Secretary.	
24	Geological survey ...	Do. ...	do. ...	do.	
25	Control of mineral development, etc.	Do. ...	do. ...	do.	
26	Botanical survey ...	Do. ...	Through Director of Agriculture.	do.	
33	Central agencies and institutions for research, etc.	Do. ...	Through Heads of Departments concerned.	Secretary concerned.	
35	Survey of India ...	Do. ...	Through Settlement Commissioner.	Settlement Secretary.	
37	Zoological Survey ...	Do. ...	Through Director of Agriculture.	Revenue Secretary.	
38	Meteorology ...	Do. ...	Through Settlement Commissioner.	do.	
44	Immoveable property ...	Do. ...	Direct ...	do.	
Schedule I, Part II—					
PROVINCIAL.					
Item No. 5	Education—European and Anglo-Indian.		Through Director of Public Instruction.	Secretary, Education Department.	

Subjects allotted to the Revenue and Finance Member—concl'd.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule I, Part II—	PROVINCIAL—concl'd.				
Item No. 7	Water-supplies, irrigation, canals, etc.	The whole	Through Chief Engineer, Public Works Department, Irrigation Branch.	Secretary, Public Works Department, Irrigation Branch.	
8	Land Revenue Administration, as defined except the portion allotted to the Home Member.	Do.	Through Commissioners of Divisions.	Revenue Secretary.	
9	Famine relief	Do.	Direct	do.	
14	Forests, etc.	Do.	Through Chief Conservator of Forests.	do.	
15	Land acquisition, etc. Except notifications under sub-section (1) of section 4 and declarations under sub-section (1) of section 6 of the Land Acquisition Act, 1894, when the public purpose referred to in the said sub-sections appertains to a transferred subject.	Do.	Through Commissioners of Divisions.	do.	Originally the whole subject was in the portfolio of Hon'ble Member, Revenue and Finance. Recently distributed between himself and the two Hon'ble Ministers.
24	Development of mineral resources which are Government property, etc.	Do.	Direct	do.	
26	Industrial matters under certain heads.	Do.	Through Director of Industries.	do.	Originally in portfolio of Hon'ble Member, Home.
38	European vagrancy	Do.	Direct	Chief Secretary.	
43	Provincial Government Presses.	Do.	Through Revenue Secretary.	Revenue Secretary.	The Government Press is in charge of the Revenue Secretary who is the controlling officer.
46	Local Fund Audit	Do.	Direct	Financial Secretary.	
47	Control of services—The control of those services administering subjects allotted to the Revenue and Finance Member under this schedule, subject to the control of the Governor under the powers given by Devolution Rule 10.		do.	Chief Secretary.	
48	Sources of provincial revenue not included under other heads, etc.	The whole	Through Heads of Departments concerned.	Secretary concerned.	
49	Borrowing of money on sole credit of province.	Do.	Direct	Financial Secretary.	

Subjects allotted to the Home Member.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule I, Part I—					
CENTRAL.					
Item No. 10	Posts, Telegraphs, etc.	The whole	Direct	Revenue Secretary.	Secretary.
„ 11	Customs, cotton, excise duties, income-tax, etc.	Do.	Through Commissioner of Income-tax and Excise Commissioner.	Financial Secretary.	Secretary.
„ 1	Civil Law, etc.	Do.	Judicial Commissioner.	Chief Secretary.	
„ 17	Commerce, Banking, Insurance.	Do.	Through Director of Industries.	Revenue Secretary.	Secretary.
„ 18	Trading Companies	Do.	do.	do.	
„ 23	Control of Petroleum and Explosives.	Do.	do.	do.	
„ 27	Inventions and designs	Do.	do.	do.	
„ 28	Copyright	Do.	Direct	do.	
„ 29	Emigration, etc.	Do.	do.	do.	
„ 30	Criminal Law	Do.	Through the Judicial Commissioner.	Chief Secretary.	
„ 31	Central Police Organization.	Do.	Through Inspector-General of Police.	do.	
„ 32	Control of arms and ammunition.	Do.	Through Commissioners.	do.	
„ 36	Archæology	Do.	Through Chief Engineer, Public Works Department, Buildings and Roads.	Secretary, Public Works Department, Buildings and Roads.	
„ 39	Census and Statistics	Do.	Direct	Chief Secretary.	
Schedule I, Part II—					
PROVINCIAL.					
Item No. 8	Land Revenue Administration as defined—the exercise of the appellate and revisional powers of the local Government in the following cases :— (i) Under Central Provinces Tenancy Act all cases except applications for sanction to transfer proprietary rights in <i>sir</i> land without reservation of occupancy right. (ii) Under Central Provinces Land Revenue Act cases relating to mutation of proprietary right. (iii) Cases under Chapter VIII-A of the Berar Law Revenue Code. (iv) Cases relating to the appointment of Patels and Patwaris under the Patels and Patwaris Law and to the introduction of rotation.		Through Commissioners of Divisions.	Revenue Secretary.	Secretary.
„ 17	Administration of Justice, etc.	The whole	Through Judicial Commissioner.	Chief Secretary.	
„ 18	Provincial Law Reports	Do.	do.	do.	
„ 19	Administrators-General and Official Trustees.	Do.	Direct	do.	
„ 20	Non-Judicial Stamps	Do.	Through Superintendent of Stamps.	Financial Secretary.	Secretary.
„ 27	Stores and Stationery, etc.	Do.	Direct	Revenue Secretary.	Secretary.

Subjects allotted to the Home Member —concl'd.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule I, Part II— Item No. 32	PROVINCIAL.—concl'd. Police .. The whole		Through Inspector- General of Police.	Chief Secretary	
.. 33	Miscellaneous matters (betting and gambling, cruelty to animals, pro- tection of wild birds and animals, poisons, motor vehicles, drama- tic performances).	Do.	Direct	do.	
.. 34	Control of newspapers, books and printing presses.	Do.	do.	do.	
.. 35	Coroners	Do.			
.. 37	Criminal tribes	Do.	Through Inspector- General of Police.	Chief Secretary	
.. 39	Prisons, prisoners, etc.	Do.	Through Inspector- General of Prisons.	do.	
.. 40	Pounds and the prevention of cattle trespass.	Do.	Direct	Financial Secre- tary.	
.. 41	Treasure trove	Do.	do.	Revenue Secre- tary.	
.. 45	Regulation of medical and other professional qualifications.	Do.	Through Heads of Departments con- cerned.	Secretary concern- ed.	
.. 47	Control of services—The control of those services administering subjects allotted to the Home Member under this schedule, subject to the control of the Governor under the powers given under Devolution Rule 10.		Direct	Chief Secretary.	

Subjects allotted to the Minister for Education.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment.		How administered.	Secretary dealing with subjects.	Remarks.
1	2		3	4	5
Schedule II— Item No. 2	PROVINCIAL. Medical Administration... The whole		Through Inspector- General of Civil Hospitals.	Financial Secre- tary.	A.
.. 3	Public Health and Sanita- tion.	Do.	Through Director of Public Health.	do.	A.
.. 4	Pilgrimages	Do.	Direct	Chief Secretary	A.
.. 5	Education, other than European and Anglo- Indian Education, etc.	Do.	Through Director of Public Instruction.	Education Secre- tary.	A.
.. 11-A	Notifications under sub-section (1) of section 4, and declarations under sub- section (1) of section 6 of the Land Acquisition Act, 1894, etc. Those notifications and declarations when the public purpose referred to in the said sub-sections appertains to a subject in this schedule.		Commissioners	Revenue Secre- tary.	Transferred from portfolio of Hon'ble Member, Re- venue and Finance.
.. 12	Excise	The whole	Through Excise Commissioner.	Financial Secre- tary.	B.
.. 13	Registration of deeds and documents.	Do.	Through Inspector- General of Regis- tration.	Secretary in the Registration De- partment.	B.
.. 14	Registration of Births, Deaths and Marriages.	Do.	do.	do.	A.
.. 15	Religious and charitable endowments.	Do.	Direct	Chief Secretary	A.
.. 17	Stores and Stationery for transferred departments	Do.	do.	Revenue Secre- tary.	B.
.. 18	Adulteration of food- stuffs, etc.	Do.	do.	Financial Secre- tary.	A.
.. 19	Weights and Measures	Do.	do.	Revenue Secre- tary.	A.
.. 20	Libraries Museums		do. Through Director of Industries.	All Secretaries Revenue Secre- tary.	A. A.

A—Minister for Education }
B—Minister for Agriculture } in the first ministry.

Subjects allotted to the Minister for Agriculture.

Reference to Schedules in Devolution Rules.	Subject and extent of allotment .			How administered.	Secretary dealing with subjects.	Remarks.		
1	2			3	4	5		
Schedule II—								
Item No. 1	...	Local Self-Government	... The whole	...	Direct	...	Financial Secretary.	A.
„ 6	...	Public Works	... Do.	...	Through Chief Engineer.	...	Secretary, Public Works Department, Buildings and Roads.	A.
„ 7	...	Agriculture	... Do.	...	Through Director of Agriculture.	...	Revenue Secretary.	B
„ 8	...	Civil Veterinary Department.	Do.	...	Through Veterinary Adviser to Government.	...	do.	B.
„ 9	...	Fisheries	... Do.	...	Direct	...	do.	B.
„ 10	...	Co-operative Societies	... Do.	...	Through Registrar, Co-operative Societies.	...	do.	B.
„ 11-A	...	Notifications under sub-section (1) of section 4 and declarations under sub-section (1) of section 6 of the Land Acquisition Act, 1894, etc. Those notifications and declarations when the public purpose referred to in the said sub-sections appertains to a subject in this schedule.			Through Commissioners.	...	do.	Transferred from portfolio of Hon'ble Member, Revenue and Finance.
„ 16	...	Development of Industries, etc.	The whole	...	Through Director of Industries.	...	do.	B.
„ 20	...	Zoological Gardens	... Do.	...	Through Director of Agriculture.	...	do.	B.

A—Minister for Education }
 B—Minister for Agriculture } in the first ministry.

The distribution between the two members of the Executive Council has remained almost unchanged since the commencement of the Reforms, but the distribution between the two Ministers, as will be seen from the statement, has been altered materially. The present distribution is in accordance with the wishes of the Ministers.

220. In March 1924, when the two Ministers resigned, the Governor temporarily administered the transferred subjects under the Transferred Subjects (Temporary Administration) Rules, and continued to do so until it became clear that no Ministry was likely to be formed. This position was reached during the budget session of March 1926, when the provision for the salaries of Ministers was refused finally by the Legislative Council. Accordingly, the sanction of the Secretary of State was obtained to the suspension under Devolution Rule 6 of the transfer of all provincial subjects with effect from April 20th, 1926, to January 31st, 1927. During that period all the subjects of the Minister for Agriculture were allotted to the Revenue and Finance Member, and all the subjects of the Minister for Education to the Home Member.

221. Distribution of business in the Secretariat.—As regards the distribution of work in the Secretariat it will be observed that, with the exception of Secretaries who are also heads of departments, none of the Secretaries deal with one Minister or one Member only. Of the heads of departments who are Secretaries, the Chief Engineers of the two branches of the Public Works Department alone deal with one Member and one Minister, respectively. The Director of Public Instruction deals on the transferred side with the Minister for Education, and on the reserved side with the Revenue

Member. The Commissioner of Settlements, as Secretary in the Settlement department, works under the Revenue Member, but as Inspector-General of Registration, deals with the Minister for Education. Other heads of departments who are not Secretaries are similarly circumstanced. The present system of distribution between the Secretaries is economical. Any distribution by which the two sides of Government would be kept apart in the Secretariat would involve some addition to the Secretariat staff.

222. Relations of Ministers with Secretaries and heads of departments.—

The new system of Government has materially altered the position both of heads of departments and of Secretaries. Prior to the Reforms the control, which is now divided between the Governor and two Members of the Executive Council and two Ministers, was vested in a single Chief Commissioner, who had under him a Financial Commissioner, to whom wide powers were entrusted in the Revenue, Settlement, and certain other departments. Thus, the occasion for consultation between different sides of the Government, or between Member and Member, or Minister and Minister did not exist. The Chief Commissioner was a senior member of the same service as that from which the Financial Commissioner and the three general Secretaries were recruited. All knew each other well personally, and all had been trained in the same general principles of administration. As a result, it was possible for the Financial Commissioner, in the departments for which he was responsible, and the Secretaries generally, to relieve the Chief Commissioner of the burden of dealing with all but the most important questions. *Mutatis mutandis* the same conditions held good in the case of heads of departments. With the introduction of the Reforms the province passed suddenly from an era of benevolent autocracy to one, not of Council Government, as had been the ordinary transition in the major provinces, but of Council *plus* Ministry Government. In the circumstances, it was inevitable that there should be friction whilst the machinery of the administration was being readjusted. On the one hand, the Members and Ministers, and especially the Ministers, were apt to feel that the Secretaries and heads of departments took too much upon themselves. In particular, the Ministers resented the access to the Governor enjoyed by the former officers. On the other hand, the permanent officials were inclined to resent intervention in matters with regard to which previously they had had a free hand. In particular, they found trying the delay incidental to any system of collective government. The difficulties experienced were accentuated by the conception of his duty with respect to European members of the all-India Services formed by one of the Ministers. His views were regarded by those officers as unjust, and they took every step open to them to combat them. In several cases the Governor thought it proper to use his powers to prevent their being carried into effect. The dispute was ventilated before the Reforms Enquiry Committee of 1924, when complaint was made by the Ministers about the Governor's action. It was subsequently established that the Governor had used his overruling powers on 14 occasions, all of them in cases belonging to the portfolio of the same Minister. Eight of these cases related to pay, allowances, pensions or postings of individual European officers of the all-India Services whilst one affected the allowances of officers of the Indian Medical Service. The remaining five also dealt with matters of detail rather than of policy. In matters of general policy the Ministers received, and admitted that they received, the cordial support of the Governor. None the less there remained on both sides of the dispute a feeling of soreness, which militated against the harmony, which should exist between the Government and its officers if the administration is to run smoothly.

223. Matters continued in this condition until 1925 when the lull, produced by the absence of a Ministry, enabled fresh stock to be taken. It was then decided to start regular weekly meetings of the Executive Council, and to put under careful examination the Rules of Business of the Executive Government framed under section 49 (2) of the Government of India Act. The rules which resulted were tried, first, in a tentative form, and took final shape in April 1926. They swept away all ambiguities about the position of the Secretaries *vis-a-vis* individual members of the Government,

and in effect secured that the procedure followed by the Government of India in this respect should hold good. They made clear also the constitutional position of the Governor on the reserved and transferred sides, respectively, and provided machinery for him to exercise effectively his functions. It was also decided to take steps to familiarize more officials with the working of the Legislature. With this end in view the Governor now nominates the full number open to him of eight officials, instead of five, as used to be the case. The result was that when Ministers again took office in February 1927, not only were they jointly responsible and had a party behind them, but they also found in operation a system of regular meetings of Government, revised rules of business, and a large body of senior officials known personally to them and familiar with the Legislative Council atmosphere.

224. The opportunity for joint deliberation offered under the new conditions has been utilized to the full. In the two months of the financial year 1926-27, remaining after the appointment of the Ministers, the whole Government was summoned by the Governor to meet on 15 occasions. The large number of meetings was due to the fact that the Legislative Council was in session. During that period there were no separate meetings of the Executive Council. In the financial year 1927-28 there were 45 meetings of the whole Government, and two only of the Executive Council, each of which dealt with a single subject only. The classification of cases discussed at these meetings is as follows :—

	1926-27.	1927-28.
Reserved Subjects	... 23	115
Transferred subjects	... 8	27
Cases affecting the whole Government	27	36

At these meetings both sides of Government sat together, and the opinions of both Members and Ministers were asked upon all the subjects put down for consideration. The discussions were of an informal nature and were not recorded. They were closed by an order on the appropriate side, *i.e.*, an order in Council in the case of reserved subjects, and an order of the Governor acting with his Ministers in the case of transferred subjects. In nearly all the cases the decisions reached have had the support of all the members of the Government. In the rare cases in which there has been a difference of opinion between one side of Government and the other the order passed has followed the opinion of the side of Government to which the subjects appertained. Disagreement between the Ministers has been barred by their joint responsibility. At a meeting of the Legislative Council on March 12th, 1928, the Hon'ble the Minister for Education expressed himself as follows with regard to the working of the present system: "The Ministers from the date of taking up their offices have made no proposals in respect of the transferred departments, which have not been accepted by Government and His Excellency the Governor. There has not been a single case in which the Ministers have been overruled, or in which the Ministers have not been able to make their voice felt on Government." The Members of the Executive Council have been equally ready to recognize the help and assistance they have received from the Ministers in the discharge of their duties.

225. It is difficult to dogmatise about the respective influence of Ministers on the administration of the reserved departments and of Members on the administration of the transferred departments. Each has had an opportunity to influence the other when their jurisdictions have overlapped, and the files have passed through their respective departments. Influence has also been exerted when papers have been in circulation under the orders of the Governor. These opportunities have been taken freely by each side, but no record has been kept of them. The only record which exists is with regard to cases marked by the Governor for a meeting of the whole Government after the circulation of papers. From a purely quantitative examination of such cases it appears that the opportunities offered to Ministers have been greater than those offered to Members. Amongst

the matters appertaining to the reserved departments, submitted to general discussion, may be mentioned appointments to all posts of heads of departments and certain other high posts, questions of law and order including communal disturbances, land revenue and other legislation, and matters in the discretion of the Governor, such as the certification of demands for grants. At the same time there has been no tendency to submit to joint deliberation matters on the reserved side more freely than matters of equal importance on the transferred side, nor can it be said that the Ministers have resisted the ventilation on the other side of Government of cases relating to transferred subjects. So far as can be judged from the present available experience, normally the number of important cases, which repay general discussion, is greater on the reserved than the transferred side.

PART XI.—THE RELATIONS OF THE LOCAL GOVERNMENT WITH THE GOVERNMENT OF INDIA.

226. The relations of the local Government with higher authority are referred to in other parts of this memorandum, particularly in the parts dealing with finance, legislation and the services. References to the control exercised by the Government of India or the Secretary of State has also been made in the administrative records of the departments such as the Excise, Irrigation and Industries Departments. Here, therefore, it is proposed to mention only such matters as have not found place elsewhere in this memorandum, or of which a true perspective cannot be obtained without more detailed examination.

227. *Agency subjects.*—Income-tax is a central subject. At the outset of the Reforms it was administered by an officer serving under the local Government who was also responsible for the administration of certain provincial reserved and transferred subjects. From 1922 the Income-tax Department was separately organized, the officer in charge of it became a whole-time employee of the Government of India under the title of Commissioner of Income-tax, and the direct control of the local Government ceased. The local Government is consulted in making appointments to the post of Commissioner of Income-tax, and in practice officers serving under the local Government have always been selected for appointment. Direct appointments to a post of Assistant Commissioner of Income-tax or Income-tax Officer are subject to the previous approval of the Governor in Council as are recommendations for appointment by promotion to these posts, forwarded to the Public Service Commission for ratification. When the department was first separately organized it was chiefly recruited from members of the provincial services of the local Government; but with increasing specialization, direct recruitment has now almost entirely displaced local officers.

The department has expanded rapidly and the problem of finding office accommodation has become increasingly more difficult, especially as accommodation is required not only at the permanent headquarters of officers but at the local centres. The local Government has, not without some inconvenience to its own servants, provided accommodation in tahsil buildings and elsewhere without charge, but has now decided that where accommodation can only be provided by displacing officials of the local Government proposals should be submitted for charging rent. Rent has so far not been actually charged under these orders.

The local Government also exercises administrative control on behalf of the Central Government in ecclesiastical matters, in respect of postings and leave of Chaplains and of ecclesiastical establishments within the province. The arrangement has worked smoothly.

228. *Reserved departments—Famine Relief.*—On the reserved side of Government mention may be made of the fact that although the local Government is now responsible for the administration of famine relief, it is still required to submit periodically detailed

reports to the Government of India regarding the progress of famine operations. A special report has to be sent as soon as agricultural prospects become serious and apprehensions distress arise. Following this preliminary report is a fuller report accompanied by detailed statistics on all matters connected with the organization of relief. When famine or scarcity has been declared a special weekly telegram has to be sent to the Government of India giving information of progress. A monthly return is also prescribed, and on the conclusion of the operations a final report has to be submitted. Since the Reforms neither famine nor scarcity has been declared in the province on a wide scale. In 1925-26 and 1926-27 the partial failure of the cotton crop in Berar combined with low prices caused some distress. This was met in 1925-26 by expansion of the Public Works Department's programme, by a partial suspension of land revenue and by local distribution of agricultural loans. In the following year the situation was at first met by the same methods but at the end of March 1927 it was found that these measures were no longer adequate and scarcity was declared in an area amounting to less than half of one district. The scarcity operations lasted for three months only and were of purely local interest; the Government of India exercised no control nor, as far as is known, were the reports furnished by the local Government of any immediate administrative value outside the province.

229. Rights in land.—A matter, which has raised questions not always easy of solution, is the respective rights of the Government of India and of the local Government in respect of land within the limits of the province. No change has been made in the orders existing from before the Reforms with regard to the alienation or exchange of State lands, and the local Government is still required to report for the orders of the Government of India small grants of lands for such purposes as the construction of sarais, dharamshalas, schools or hospitals. The Government of India have in such cases occasionally suggested additional conditions to be attached to the grants, but on only one occasion have they refused assent. In that case they agreed to the greater part of the grant, but suggested that for a part of the area rent should be charged as the purpose for which it was required was distinguishable from the public purpose for which the rest of the area was granted. The question of extending the powers of the local Government was raised by the Government of India, but no decision was reached.

There has also been some difficulty in the disposition of land relinquished as no longer required by State railways or by departments of the Government of India. Prior to the Reforms the local Government in disposing of lands which had been acquired for public purposes either by private purchase or by compulsory acquisition and which were no longer required, was guided by instructions issued by the Government of India. Briefly these instructions prescribed that agricultural land should so far as possible be restored to the original owners or their representatives in title at the price originally paid less the 15 per cent paid for compulsory acquisition. These instructions the local Government have hitherto regarded as binding, both as the orders of higher authority and as embodying a principle of equity. The Government of India in Finance Department resolution No. D-3428-A, dated the 10th December 1925, have prescribed rules to regulate the transfer of State lands between the Government of India and the local Government which do not give expression to this principle. Under these rules the local Government is required to pay to the Government of India, not the original cost of acquisition, but in most cases the market value. If the local Government does not agree to take over lands thus offered, the Government of India is free to dispose of it to a third party in such manner as it thinks fit after consultation with the local Government. Thus, as between the Government of India and the local Government, the price demanded will almost invariably exceed the original cost of acquisition, which in the case of much of the railway land acquired in the early days of railway construction, was often negligible; and the resolution does not recognize the equitable rights of the original owners.

Recently the local Government has referred both the question of the rights of original owners and the question of the right of the local Government to land revenue in respect of lands thus relinquished. The Government of India have generally accepted the suggestions of the local Government in principle, but have not yet issued formal orders embodying them.

230. Mineral rights.—The respective rights of the local Government and the Government of India in regard to minerals have also been the subject of correspondence. The local Government claimed a right to minerals in cantonment lands. The Government of India did not accept the interpretation placed by the local Government upon the existing laws and instructions bearing upon this matter, and denied that the local Government possessed a right overriding the exclusive property of the cantonment authority in lands in their possession. The decision of the Government of India has been questioned by another local Government and a reference to the Secretary of State invited. Meanwhile, as a result of this decision, the local Government has relinquished to the Jubbulpore cantonment authority rights over certain quarries within cantonment limits which it had enjoyed from before the Reforms.

Another important case concerning mining rights is that of the Mohpani colliery in the Narsinghpur district. The mining rights in this colliery were leased to the Nerbudda Coal and Iron Company in 1861 under the sanction of the Secretary of State, and the surface rights were acquired temporarily by the company under leases and agreements with the private owners. In 1904 the Secretary of State purchased the rights of the company and proceedings were then taken to obtain, by acquisition, a complete title to the surface rights also. The colliery was acquired for the benefit of the G. I. P. Railway, and in 1913 an agreement was made between the Secretary of State and the company which, under a 25 years' agreement dating from 1900, was managing the railway, transferring the management of the colliery to the company. The right of the local Government to royalty on the coal extracted was recognized throughout, and royalty was credited direct by the company to the local Government. In 1925, on a reference to the Railway Board in which it was pointed out that the original mining lease granted to the Nerbudda Coal and Iron Company had expired in July 1924, the local Government was informed that the collieries would not last more than a few years longer. In 1927 the railway department informed the Deputy Commissioner, Narsinghpur, direct that the whole of the land was being relinquished and asked him to arrange to take it over from the railway company as soon as possible. The railway authorities before handing over possession disposed of the machinery on the spot and left the colliery in a condition which made its reopening a matter of considerable difficulty and delay. The local Government has been led to believe that if the colliery had been handed over in working order, the mining rights would still have been of considerable value as although it was estimated that in the condition in which it was handed over it would take at least six months to restore it to working order, an offer for it was even then received. But the Government of India held the key to the situation as the property is only of value if the branch line, constructed primarily to serve the colliery, is retained; and as the line is worked at a loss, certainly until the colliery is in full working and possibly even thereafter, the interests of the Government of India conflict with those of the local Government.

The fact that the Government of India have partially reserved the control of mineral development and regulation of mines has tended to hamper the local Government which under entry 24, Part II, Schedule I of the Devolution Rules is entrusted with the development of mineral resources subject to rules made or sanctioned by the Secretary of State. Under these rules the local Government was at first required to submit for the orders of the Government of India any proposal to grant mining rights in an area the length of which is more than double the breadth. In 1924 this rule was relaxed by the Government of India to the extent of permitting the local Government to grant such areas with the consent of the

Director of Geological Survey of India. Of greater importance is the absence from the rules of any rule making the decision of the local Government final in respect of rival claims to the grant of mining concessions, which is a matter within the discretion of the local Government. In consequence an application against the decision of the local Government cannot be withheld in virtue of any powers conferred upon the local Government for dealing with mining rights, but only in accordance with the general rules relating to the withholding of memorials addressed to the Government of India or the Secretary of State. An application against an order of the local Government regarding the grant of a mining concession was on one occasion withheld; but these general rules do not clearly cover cases of this nature, and the right of the local Government to withhold the application was questioned by the Government of India. The local Government has not yet been informed whether the Government of India accepted the explanation offered by it. The position is anomalous, and if it remains uncertain whether the exercise of its discretion by the local Government can be challenged by any individual affected thereby, the authority of the local Government may be prejudiced.

231. Forests.—The control of forests is also devolved to the local Government subject to legislation by the Indian Legislature as regards disforestation of reserved forests. Prior to the Reforms the local Government was empowered to disforest areas up to 1 square mile. In 1921 the Government of India empowered the local Government to sanction disforestation up to an area of 10 square miles. This figure was apparently fixed, not in relation to any legislative change, but at the discretion of the Government of India.

232. Transferred departments.—In the transferred departments control has been exercised by the Government of India only where proposals have been made which would have affected services for the control of which the Government of India is responsible. Thus, the Government of India insisted on the retention by the local Government of an officer temporarily deputed to act as Director of Public Health in the absence of the permanent incumbent on leave. In 1922 a proposal was made that the post of Director of Public Health should be amalgamated temporarily with that of Inspector-General of Civil Hospitals, both posts being in the transferred departments and held by officers of the Indian Medical Service. The Government of India refused sanction on the ground that the Secretary of State had not at that time been addressed with regard to the posts to be reserved for I. M. S. officers. In 1927 a similar proposal that the post of Director of Public Health should be held by the Inspector-General of Prisons (a reserved subject) for one year was also rejected. On this occasion the Government of India gave as a reason for refusal the loss of efficiency which would result in the Jail Department; but at the same time it pointed out that the probability of development in the Public Health Department made it desirable that a whole-time Director of Public Health should be retained.

In 1923 the Government of India did not accept the proposal of the local Government that the officer then acting as Inspector-General of Civil Hospitals should continue in that post, and appointed in his place, as successor to the permanent incumbent who was on leave, a more senior officer whom they considered to have a better claim to the appointment. With these exceptions there has been no difference of opinion between the local Government and the Government of India regarding the filling of posts, appointment to which is controlled by the Government of India.

233. Financial relations.—The nature of the separation which has taken place between the finances of the Government of India and local Governments consequent on the Reforms has been explained in detail in paragraphs 249 and 250. A brief account is here given of the manner in which the financial arrangements have worked in those matters only in which there is still a connecting link between the finances of the Central and Provincial Governments.

234. Provincial contribution.—Under Devolution Rule 17 the local Government was required to pay, with effect from the financial year 1921-22, to the Governor General in Council a contribution of Rs. 22 lakhs per annum or such smaller sum as may from time to time be determined. The contribution has been permanently remitted with effect from 1928-29.

235. Provincial balances.—Since the introduction of the Reforms there has been no occasion on which the local Government has been required by the Governor General in Council to curtail its drawing on balances under Devolution Rule 21. On one occasion a sum of Rs. 30 lakhs out of the provincial balances was deposited with the Government of India for a period of six months, and interest on the deposit was credited to provincial funds. There has also been one occasion on which the local Government overdraw its balances at the end of the year. This was at the end of the year 1926-27 when the provincial balance was overdrawn to the extent of Rs. 3 lakhs. In accordance with the rules governing such overdrawal a loan of Rs. 3 lakhs was taken from the Government of India and interest paid thereon.

236. Provincial Loan Account. Pre-Reform Debt.—Under Devolution Rule 23 the amount outstanding in the Provincial Loan Account on the 1st April 1921 is treated as an advance to the local Government and carries interest. This advance is to be repaid before the expiry of 12 years. This period was extended to twenty years as a special concession as the province was in financial difficulties owing to a severe crop failure at the time of the inauguration of the Reforms. This concession was subject to reconsideration in 1924. The state of the provincial finances had improved about that time and this enabled the local Government to get ahead of the annual instalments due and it is now expected that the whole sum will be repaid within the normal period of 12 years.

237. Irrigation Debt.—Under Devolution Rule 24 the capital sums spent before the 1st April 1921 on the construction of productive and protective irrigation works are treated as an advance from the Government of India and carry interest. The principal is at present non-repayable. The local Government is liable for the annual payment of a sum of Rs. 14,19,675 on account of interest. The amount has been regularly paid, but this Government has represented to the Government of India that it should not be required to pay interest on that portion of the outlay incurred for protective works, as distinguished from productive works, as such works were originally financed from revenue and not by loans. The amount which the local Government would save if their contention is accepted is about Rs. 7½ lakhs annually. Even with this reduction the local Government would get no immediate financial advantage out of the irrigation projects constructed prior to the Reforms. Those which were then classed as productive have now all been classed as protective, and the receipts from them do not even cover the annual payment made to the Central Government.

238. Under Devolution Rule 25, the Governor General in Council may at any time make to a local Government an advance from the revenues or moneys accruing to the Governor General in Council on such terms as to interest and repayment as he may think fit. Under this rule advances have generally been taken for capital expenditure on Irrigation and Forest works and for loans under the Land Improvement Act and the Local Authorities Loans Act. The extent to which advances have been taken since the 1st April 1921 for these and similar objects is Rs. 285½ lakhs, the amount repaid since the 1st April 1921 is Rs. 573½ lakhs and the amount expected to be outstanding on the 31st March 1929 is Rs. 227¾ lakhs. No difficulty has been experienced in obtaining such advances as are necessary either from the Government of India or from the Provincial Loans Fund.

239. Meston Settlement.—There have been no instances of departure from the Meston Settlement.

240. Maintenance of railway police.—Till 1917 the total cost of railway police was divided between the Railway Companies and the local

Government in the proportion of 7 : 3. This arrangement did not work satisfactorily and in 1918 the Government of India instituted, with the sanction of the Secretary of State, a new system under which the railway companies maintain and pay the whole cost of watch and ward police while the local Government maintains and pays for crime and order police. But as the railway companies paid considerably less under this system than before, they were also required to pay, during the currency of their contracts for the management of the railways, a further contribution equivalent to the difference between the amounts due under the old and new systems. It was the intention that when the contracts expired the additional contributions should automatically cease; but so long as they were made, it was decided that the receipts should be treated as arising out of the administration of a provincial subject and divided among the Provincial Governments concerned. The total annual contribution paid to this province for the E. I. and G. I. P. Railways under this arrangement was Rs. 1,13,243. These contributions have ceased since 1925 when the management of the railways was taken over by Government. The cessation of the contribution has resulted in a net loss to the province as the expenditure by the local Government on railways police is not in any way less. At the Conference of Financial Representatives held in 1925 the question whether this expenditure should not be a charge on railway revenues rather than on general revenues was discussed, and the matter was again referred to at the Conference of 1926.

PART XII.—COMMUNAL DISORDERS.

241. The following is a complete statement of communal riots in the Central Provinces and Berar from 1889 to 1928 inclusive. There is no record available of any disturbances prior to 1889 :—

Year.	Date.	Place.	Cause.	Killed.	Wounded.	Details.
1889 ...	...	Burhanpur ...	M o s q u e - Music.	...	Details not known.	Riot when Hindu proces- sion tried to pass a mosque with music.
1905 ...	...	Murtiz a p u r (Akola).	...	...	...	A Hindu-Muhamma d a n riot. No details recorded.
1908 ...	...	Nagpur ...	Mosque-Music	...	...	Three riots in Nagpur. No details recorded.
1910 ...	...	Rajura (Bul- dana).	Do. ...	...	...	Three riots during Bakr-Id. 20 M u h a m m a d a n s attacked 300 Hindus and nine were convicted.
1915 ...	Nov e m b e r 15th to 18th.	Digras and Pusad in Yeotmal.	Coinciden c e of Muhar- ram and Kakad Arti.	...	...	Slight disturbances occur- red and 21 persons were convicted.
1916 ...	August 2nd and 3rd.	Burhanpur ...	Mosque-Music	...	About 150	Only three were seriously injured.
1917 ...	...	Jubbulpore ...	Do. ...	...	...	Two petty riots over mar- riage processions.
1918 ...	...	Kamptee ...	Do. ...	...	...	Two small riots.
1919 ...	...	Hoshangabad	...	...	...	Five riots over religious disputes. No details recorded.
1920 ...	...	Takli (Am- raoti).	M o s q u e - defiled.	...	18 Hindus	No details recorded.
1921 ...	...	Sirala (Am- raoti).	...	...	4 Muham- madans.	Punitive police for six months, as result of riot regarding position of mosque and temple.
1922 ...	September ...	In the Akola and Buldana districts.	Coinciden c e of Muhar- ram and Ganpati.	...	17 Hindus, 5 Muham- madans.	Petty riots occurred at three places, at one of which punitive police were imposed.
...	20th and 29th November.	Nagpur ...	Mosque-Music	...	50 Hind-s...	Two riots occurred as Hindus insisted on taking Kakad Arti processions past Ganesh Peth mosque. Some Hindu images wer- broken.

Year.	Date.	Place.	Cause.	Killed.	Wounded.	Details.
1924 ..	12th to 15th July.	Nagpur ...	Mosque-Music	...	40 Muham- madans, 22 Hindus.	Fourteen cases of riot were registered.
	28th July ...	Khandwa ...	Do. ...	...	8 Hindus, 1 Muham- madan.	Attempt to take music past Bohra mosque.
	1st September	Nagpur ...	Do. ...	1 Muham- madan.	24 Hindus, 21 Muham- madans.	One murder, 1 dacoity, 1 robbery and 11 riots were registered against Hindus and 11 riots against Muham- madans, as result of attempt to take Marbod procession past mosque with music.
	...	Kamptee ..	Do. ...	...	...	Ganpati procession attack- ed. 10 Muhammadans convicted.
	October ...	Jubbulpore ...	Do. ...	...	44 Hindus, 53 Muham- madans.	Series of riots occurred over attempt to take Kali procession past mosque.
	17th October	Saugor ...	Do. ...	1 Hindu ...	30 Hindus...	Result of attempt to take Kali procession past mosque with music.
	11th October	Hirpur (Ako- la).	Do. ...	...	1 Hindu ...	Small riot over Ganpati procession.
	Do. ...	Near A k o t (Akola).	Do. ...	...	...	Small riot over burial procession.
	6th Novem- ber.	D h a m t a r i (Raipur).	Do. ...	...	3 Hindus, 3 Muham- madans.	Two petty riots.

1925 ...	3rd August...	Karanja (Ako- la).	Do. ...	...	5 Hindus ..	Hindu procession attacked by Muhammadans.
	30th August...	Kham g a o n (Buldana).	Do. ...	...	24 Hindus, 4 Muham- madans.	Muhammadans rushed a Hindu procession. Stones and lathis used.
	23rd Septem- ber.	Shirala (Am- raoti).	Long standing tension over relig i o u s rights.	1 Hindu ...	...	A leading Hindu who had always supported the Hindu cause was beaten to death in the open bazar. 20 Muhammadans convicted.
	27th Septem- ber.	Chhindwara...	Mosque-Music	...	1 Hindu ...	A constable was injured when police prevented a Hindu-Muslim riot.
	Do. ...	Narsinghpur	Do. ...	...	...	Muhammadans assaulted two Ramkila processions which had taken a new route passing a mosque.
	4th October	Sihora (Jub- bulpore).	Do. ...	...	...	Muhammadans attempted to rush a postponed Dashera procession, pass- ing mosque out of prayer hours.
	13th October	Arvi (War- dha).	Do. ...	3 Muham- madans.	16 Muham- madans, 1 Hindu.	Riot occurred during Kakad Arti procession. Hindu mob attacked Muhammadan mohalla.
	26th October	Akola ..	Do. ..	...	28 Hindus, 8 Muham- madans.	Two small riots over Hindu processions, the second of these was caused by a pleader who induced Hindu boys to take a noisy procession past a mosque.
	Do. ...	Dhanki (Yeot- mal).	Do. ...	...	10 Muham- madans, 13 Hindus	Small riot. Injuries only slight.
	Do. ...	Damoh ...	Do. ...	...	4 Hindus, 1 Muham- madan.	Dashera procession held up by Muhammadans.
1926 ..	8th and 9th May.	Jubbulpore ...	Do. ...	...	...	After prolonged tension two riots occurred. Some police slightly injured by stones.
	22nd June ...	Damoh ...	...	...	14 Hindus, 6 Muham- madans.	Sudden flare up as result of prolonged tension. Police fired and slightly wounded 4 persons.
	2nd October	Nagpur ...	Mosque-Music	...	8 Hindus ...	A Mahar Ganpati stoned by Muhammadans. In- juries slight.
	29th October	Do. ...	Do. ...	...	3 Hindus ...	Hindu funeral procession attacked while passing mosque. Injuries slight.

Year.	Date.	Place.	Cause.	Killed.	Wounded.	Details.
1927 ...	18th March ...	Sihora (Jubbulpore)	Mosque-Music	...	7 Hindus, 5 Muhammadans.	Muhammadans attacked Holi procession when it passed mosque. Hindus retaliated and stoned mosque.
	23rd July ...	Jubbulpore ...	Do. ...	...	5 Hindus, 4 Muhammadans.	Muhammadans attacked Hindu procession while passing mosque.
	6th August ...	Nagpur ...	Do. ...	...	...	Two petty riots.
	19th August...	Basim (Akola)	...	1 Muhammadan.	50 Hindus...	Serious riot as result of prolonged tension. Ring-leaders convicted.
	4th, 5th and 6th September.	Nagpur ...	...	7 Hindus, 16 Muhammadans.	46 Hindus, 80 Muhammadans.	Serious rioting for three days.
	4th, 5th and 6th October	Jubbulpore ...	...	1 Hindu ...	55 Hindus, 47 Muhammadans.	Serious rioting for three days.
1928 ...	22nd April ...	Chandur Biswa (Buldana).	Mosque-Music	...	2 Hindus, 1 Muhammadan.	Hindu procession attacked by Muhammadans when passing mosque.

It will be seen that in the 31 years preceding the Reforms from 1889 to 1920 inclusive only 10 riots of a communal nature occurred, and of these several were of a petty character. In the seven years subsequent to the Reforms there have been 33 riots, 1 each in 1921, 1922 and 1923, 9 in 1924, 10 in 1925, 4 in 1926, 6 in 1927 and 1 to date in 1928. Of the 33 post-Reform riots, 11 took place in Berar, 7 and 4 in the towns of Nagpur and Jubbulpore, respectively, and 2 and 5 in other places in the Nagpur and Jubbulpore Divisions. Outside these areas there were only 5 riots, 3 in the Nerbudda and 1 in the Chhattisgarh Division. In nearly all the cases the mosque-music question has been, directly or indirectly, the excuse, if not the reason, for the quarrel. In the old days disputes of this nature were settled easily by the local officers on the basis of local custom. Latterly, with the spread of communications, and the increasing organization of the competing forces, local settlements on purely local considerations have become difficult. Nowadays local leaders have not the influence they used to have, and attention has to be paid to the dictates of political magnates within and outside the province. Moreover in the light of modern publicity divergencies of custom between one locality and another appear incongruous, and not unnaturally each community tends to claim universality for the custom most favourable to itself. It is also the case that the Hindus, who outnumber the Muhammadans in the province by 22 to 1, are no longer willing to concede privileges to the latter based on their former sovereignty, or on the position of Berar as part of the dominions of His Exalted Highness the Nizam. The Muhammadans on the other hand resent any change in what they regard as their privileged position, and the hotheads on each side accentuate every possible difference. The attitude of the local Government to quarrels of this nature was defined early in 1926 in dealing with the dispute at Akola in a letter dated 25th March 1926 of which a copy is given in Appendix XVII. Government's attitude was summed up in paragraphs 10 and 11 of the letter as follows :—

"10. In matters of religion Government maintains an attitude of strict neutrality, but while sympathising with the natural desire of each party to perform their religious obligations without interference or annoyance, Government must, where the demands of religion come in conflict with civil right, aim primarily at upholding the common rights of the individual. The complicated circumstances under which the thoroughfares are used by the public, and especially by processions, may give rise to occasions on which the common right has temporarily to be superseded by the use of the emergency powers of the local authorities. But such emergencies do not imply any permanent denial of individual rights. The rights of the individual, when using a public street, are described in various judicial rulings and in the Privy Council ruling reported in Indian Law Report 47, Allahabad, page 155. In a general way no civil restriction on the use of a thoroughfare arises from the existence beside it of any place of worship

“Government has considered the contention of the Muhammadans that in Berar they are in the enjoyment of special rights involving a limitation of the religious customs of their Hindu fellow citizens, and that previous usage is in their favour, Berar having been for a long time under Muhammadan administration. Government cannot uphold this contention until its validity has been established by judicial authority. Ordinarily, no person has a right to obstruct others when making lawful use of a public street, and alleged customs which are contrary to the principles of religious impartiality, maintained by Government, cannot be admitted until they are legally established. At the same time, Government recognizes that Muhammadans should have the opportunity to perform their religious observances so far as possible undisturbed. For example, in the case of certain mosques, especially those of an established character, it may be reasonable and right that there should be restrictions on the playing of music by other communities, whether in respect of hour, proximity or volume. Such restrictions which may vary according to the circumstances of time and place must, however, be limited to securing on the part of the public and individuals as much consideration as should be given by men of sense and good feeling without unreasonable sacrifice to a party whose religious susceptibilities would otherwise be unduly offended.

“11. Government recognizes that orders issued to meet an emergency are not necessarily intended as a permanent solution of the situation, while its present instructions are themselves subject to such more final pronouncement on the respective claims of the parties as may be obtained from the judicial courts by consent or by legislation. The orders passed by the local authorities regarding the Ganpati procession of 1925 were effective for the purpose for which they were issued, and Government sees no reason to question their propriety. But the situation has now altered, and it is possible to consider it in a calmer atmosphere. Government has no intention of usurping the functions of the local authorities by formulating instructions on matters of detail. It considers that arrangements should be made to allow the Ganpati processions to pass to their destination without being compelled to break off their music—beyond what may be considered necessary to give effect to the principles already stated. Order issued with these objects and based on the principles enunciated will receive Government support.”

In accordance with the indication given the local authorities at Akola arranged successfully for the passage of the disputed procession with music, but outside prayer hours, and this solution, though particular to Akola itself, has been tending to spread elsewhere ever since throughout the province. Progress has of course been slow, and there have been setbacks in the serious riots at Nagpur and Jubbulpore in September and October 1927. The province has also felt the repercussions of events outside its borders. Still the feeling is growing that consideration for each other's susceptibilities is a proper ground for moderation in the exercise of legal rights, and can be shown by both sides without loss of self respect.

242. There are two other class movements which have resulted in friction between communities. One is the non-Brahmin movement, and the other the movement for the elevation of the depressed classes.

The non-Brahmin movement owes its inception to Jotiba Phule of Poona (1837 to 1896). The movement spread to this province in 1901 but attracted little notice, and was confined to opposition on the part of caste Hindus to the religious supremacy of the Brahmin. In 1920, the enfranchisement of all classes introduced a political element into the movement. It is, however, still possible to distinguish between the two schools of thought—one which concentrates upon social reform and the other upon challenging the political domination of the Brahmins. The movement is confined to the Maratha country, i.e., Berar and the three Central Provinces districts of Nagpur, Wardha and Chanda. In each district, societies have been formed under the name of Satya Shodhak Samaj or Brahmanetar Samaj and from 1924 onwards annual Central Provinces and Berar non-Brahmin conferences are

being held. Although the movement has exacerbated relations between the non-Brahmin and Brahmin communities, violence has been rare and no serious riots have occurred as a result of this movement.

243. A feature of the movement has been the display of dramas, depicting the conflict between non-Brahmins and Brahmins and money-lenders, particularly Marwaris. In 1924, a party of Brahmin youths attempted to attend a performance of this nature in the Akola district with hostile intentions and were beaten and rejected. In the same year at a Swaraj meeting at Deolgaon Raja in the Buldana district, a number of members of the Satya Shodhak Samaj objected to the election of the Brahmin President. Blows were exchanged and the Samajists were ejected from the meeting. In May 1925, the proceedings of the second session of the Central Provinces and Berar non-Brahmin Conference at Wardha were stormy. A Congress worker was injured and the police had to restore order. In 1926, a Maratha patel with eight companions entered a temple belonging to a Brahmin and a *fracas* ensued. In 1926, a riot occurred in the Amraoti district between Brahmins and non-Brahmins over the right of the latter to attend a series of religious readings.

244. The non-Brahmin movement ostensibly includes all communities except the Brahmin, but although efforts have been and are being made to include the depressed classes in it, there has, in fact, developed a cleavage between caste Hindus and untouchables, and caste Hindus and Brahmins have at times joined forces against the latter. Two separate causes of friction have led to more or less serious outbreaks—one was the refusal of the depressed classes to join the non-co-operation or Swaraj movement, and the other was the attempt of the depressed classes to obtain equal social rights with caste Hindus. An incident due to a combination of both causes was the boycott of the Mahar community of Bela in the Nagpur district in 1921. The local shop-keepers refused supplies to them, and when they went to Sindhi in the Wardha district to obtain them, a riot occurred, and all their purchases were looted from them. The attempt to attain equal social rights has taken various forms. One is the claim to use wells and other sources of water-supply used by caste Hindus. Another, which has led to several cases of assault and at least one of rioting, has been the refusal of Mahars to remove and skin dead cattle. In Amraoti, recently, members of the depressed classes attempted to enter the Amba temple and efforts were made to obtain volunteers to perform Satyagraha at the temple when their entry was denied. In Chhattisgarh, the adoption of the sacred thread by the Satnami Chamar community aroused indignation over a wide area amongst orthodox Hindus.

PART XIII.—THE PRESS.

245. The newspapers and periodicals published in the province are of local importance only. At present no English daily newspaper exists, several attempts to establish one having failed. For daily news the province relies chiefly on Bombay and Calcutta, and to lesser extent, Allahabad and other northern centres. Thus, opinion, political and otherwise, is largely moulded by outsiders. The most important publications in the province are the weeklies, if the *Hitavada*, the leading English paper which has recently been converted from a weekly to a bi-weekly, is included. The number and circulation of weeklies compare with other periodicals as follows :—

	Number.	Circulation.
Weekly	24	32,150
Fortnightly and thrice a month	8	3,525
Monthly	33	27,225
Quarterly	1	150

Apart from mere numbers, the weeklies are also the most influential of the local publications.

246. Distribution over the different parts of the province is shown in Statements I and II attached, the first of which classifies the press on a linguistic, and the second on a territorial, basis. From these tables the two notable facts that emerge are—firstly, the greater number and circulation of Marathi compared with Hindi publications, in spite of the fact that the Marathi language extends over only eight districts with an area of 36,970 square miles as against 14 Hindi districts with an area of 62,906 square miles, and secondly, the almost complete absence of publications in the whole of the Chhattisgarh Division. These statistics corroborate the conclusions arrived at on other grounds with regard to the predominance of the Maratha element in the province and the backwardness of Chhattisgarh. Further corroboration of the former proposition from the administrative point of view is provided by the figures of articles considered worth extraction by the Publicity department for the information of Government. These are as follows:—

Year.			Number of extracts.	
			Marathi.	Hindi.
1922	...	...	247	95
1923	...	...	294	284
1924	...	...	600	122
1925	...	..	1,004	201
1926	...	...	593	137
1927	...	...	517	113

247. Statement III gives a comparative statement of the development of the provincial press from 1910 to date. The extent to which extra-provincial publications circulate in the province cannot be accurately stated but it would not be unreasonable to presume an expansion of their circulation proportionate to that of the provincial press. The newspapers habit has, from being almost exclusively urban, now definitely permeated rural areas. In estimating the reading public it is to be noted that a single paper, more especially if printed in the vernacular, will pass through more hands and be read by or to more persons on the average than in western countries.

248. Statement IV classifies the various organs according to their political views or other objects. Of the papers devoted to social and religious objects, several cater for special castes or communities, and are not read by the general public. Amongst political papers, those published in the non-Brahmin interest are of recent origin. Responsivist papers have the widest circulation, reflecting the predominance of the Maratha element already noticed. They also cover in general a wider range of subjects, such as for instance, co-operative credit or village panchayats which receive little notice in the Hindi papers. Although possessed each of a definite political outlook, these papers, with the exception of the *Hitavada*, which is controlled by the *Servants of India Society*, are private ventures and not the offspring of the political organizations whose policies they follow. At the time of elections to the Legislative Council occasional short-lived publications appear in support of and financed by individual candidates or party organizations. Two such papers were issued in 1923, and four in 1926. Only one survived as a permanent member of the Press.

STATEMENT I.

The Press—Distribution by language.

[Referred to in paragraph 246.]

	English.		Hindi.		Marathi.		Urdu.		Other languages or more than one language.	
	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11
Daily	2	3,000	1	1,000	...	...	...	...
Weekly and bi-weekly	...	4,200	7	7,900	10	17,000	3	1,650	1	1,400
Fertnightly and thrice a month	6	2,525	1	500	...	...	1	500
Monthly	...	8,950	16	9,700	8	5,075	1	500	2	3,000
Quarterly	1	150	...	...	...	...	...	...

STATEMENT II.
The Press—Distribution by territory.
[Referred to in paragraph 246.]

Berar Division.				Nagpur Division				Chhattisgarh Division.				Jubbulpore Division.				Nerbudda Division.			
Political.		Others.		Political.		Others.		Political.		Others.		Political.		Others.		Political.		Others.	
		No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
6	8,100	7	4,600	6	12,250	10	11,875	...	...	2	1,100	4	2,800	18	12,300	7	9,400	9	4,625

STATEMENT III.

The Press—Showing the development of the Press.

[Referred to in paragraph 247.]

Year.	English.		Hindi.		Marathi.		Urdu.		Others including bi-lingual, etc.	
	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11
1910	...	...	...	...	...	...	...	...	...	...
1918	...	...	...	...	...	...	...	...	...	...
1920	...	...	...	...	...	...	...	...	...	...
1923	...	...	...	...	...	...	...	...	...	...
1926	...	...	...	...	...	...	...	...	...	...
1927	...	...	...	...	...	...	...	...	...	...
1910	1	300	12	8,923	12	4,454	4	800	3	1,625
1918	5	2,830	9	6,149	11	7,585	...	...	4	8,460
1920	6	5,550	19	13,900	13	11,475	2	2,300	6	3,750
1923	6	4,270	34	17,940	21	20,325	3	2,500	6	7,350
1926	9	13,150	32	23,275	20	23,575	4	2,150	4	4,900
1927	11	8,075	27	18,175	24	21,100	3	2,300	8	7,475

STATEMENT IV.

The Press—Classification of the various papers according to their political views or other objects.

[Referred to in paragraph 248]

	Congress.			Responsivist.			Liberal.		Non-Brahmin.		Social and Religious.		Educational.		Commercial and Industrial.		Others.	
	No. of papers.	Circulation.		No. of papers.	Circulation.		No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.	No. of papers.	Circulation.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17		
1. Daily	1	2,000	1	1,000	...	...	...	...	...	...	...	...	...	...	1	1,000		
2. Weekly and bi-weekly:	5	6,200	2	15,500	5	5,250	2	2,000	2	2,400	...	...	1	500	1	300		
3. Fortnightly and thrice a month.	1	600	...	...	...	...	...	...	2	500	2	725	...	...	3	1,700		
4. Monthly	...	...	...	...	...	...	...	...	20	10,200	5	5,100	4	2,225	4	9,200		
5. Quarterly	...	...	...	...	...	...	...	...	1	150	...	...	...	...	...	...

PART XIV.—THE GENERAL FINANCIAL POSITION OF THE LOCAL GOVERNMENT.

249. Prior to the Reforms the provincial Government had no independent sources of revenue. Receipts under the various heads of revenue in the province were shared between the Government of India and the provincial Government in certain fixed proportions. In the same way expenditure under the various heads was divided between the two Governments. The introduction of a large measure of provincial autonomy necessitated a complete revision of the financial arrangements between the two Governments. Subject to certain minor restrictions on the use of current revenues, to which a reference is made later, the province has now independent control over its sources of revenue. These are classified under eight heads in Devolution Rule 14. Besides the above sources common to all provinces, the revenues of Berar are under the same Devolution Rule allocated to the local Government of the Central Provinces as a source of provincial revenue subject to the conditions that the local Government shall be responsible for the due administration of Berar, and that the Governor General in Council may terminate or diminish the allocation if in his opinion due provision has not been made for the safety and tranquillity of Berar.

The allocation of these sources of revenue to the provincial Government was estimated to involve a deficit in the Government of India budget which was met by a fixed annual contribution from each provincial Government. The contribution fixed for this province was 22 lakhs out of a total of 983 lakhs. The local Government was also at the outset of the Reforms charged with liability for the pre-Reform irrigation debt interest and the balance due on the provincial loan account. The annual contribution was declared the first charge on the provincial revenues, and next ranked these other liabilities, together with any further advances made by the Governor General in Council to the local Government from time to time.

The local Government was further under obligation to accumulate a fund to deal with famine emergencies known as the Famine Insurance Fund. It was provided that annual instalments of Rs. 47.26 lakhs should be allotted for the creation of this reserve. The amount actually credited to the fund would be this amount *minus* any expenditure during the year on famine relief or on the construction of protective irrigation or other works for the prevention of famine or on the advance of loans under the Agriculturists' Loans Act. On the fund reaching not less than six times the annual assignment, the local Government was empowered temporarily to suspend the provision of the annual assignment.

250. Financial effect of the Reforms.—The allocation of separate sources of revenue was expected to provide the local Government with a total revenue of Rs. 436 lakhs as compared with Rs. 323.85 lakhs under the pre-Reforms distribution. Out of the difference of Rs. 112.15 lakhs the liabilities of the provincial Government involved by the new settlement were estimated to absorb Rs. 84.02 lakhs, leaving a net immediate improvement of Rs. 28 lakhs in the provincial revenues.

As regards non-recurring receipts and expenditure, the balance between the Government of India and the local Government was against the local Government as on the receipts side it was credited with a cash balance of Rs. 51 lakhs only whilst its liability for capital repayments on the provincial loan account was Rs. 92.41 lakhs. But the latter amount was represented on the credit side by loans to an equivalent amount recoverable by the local Government.

This estimate of the surplus accruing to the provincial revenues took account of such increased expenditure as could be foreseen, and it was believed that the sources of revenue allocated to the local Government would provide it with ample resources both for normal expenditure and

for expansion and development. These expectations were falsified mainly for two reasons—

- (a) the occurrence of famine in the year 1920-21, and
- (b) the failure to allow for the increase in expenditure resulting from the revision of salaries in all departments.

The first not only made heavy calls on the provincial purse but seriously diminished receipts from all the important sources of revenue enjoyed by the provincial Government; whilst the latter involved additional recurring expenditure of Rs. 75 lakhs per annum. If any further proof was wanted that the separation of the provincial finances came at a time when the local Government could least afford to stand alone it is provided by the accounts of the year 1920-21 which immediately preceded the transition. In that year although only a small part of the increased expenditure of Rs. 75 lakhs on the services took effect, the revenue was only Rs. 395 lakhs against expenditure of Rs. 454 lakhs and the opening balance was reduced from Rs. 133 to Rs. 51 lakhs.

251. The new Government thus began to function in the face of serious financial difficulties. It was clear that both with retrenchment and new taxation it would not be possible immediately to balance the budget. A mixed committee was appointed to advise on retrenchment. The constitution of the committee and the retrenchments in expenditure accepted by Government as a result of its recommendations have been described in Part VII. It will be sufficient to state here that the retrenchments and economies effected were estimated to save over Rs. 20 lakhs per annum. Another Rs. 13½ lakhs were obtained by the enhancement of court-fees and stamp duties, measures to which the Legislative Council in the face of dire necessity reluctantly consented; and some small additions to the revenue were secured by minor measures, such as the increase of copying fees and of miscellaneous revenue fees. Further taxation was out of the question until the province recovered from the effects of the famine, and the only prospect of attaining financial equilibrium appeared to lie in the remission of the provincial contribution and the suspension or reduction of the assignment to the Famine Insurance Fund.

Another event which materially affected the finances of the reformed Government was the Sim Settlement. This settlement, which has been described in Part VII, was introduced from the 1st April 1923. Before this settlement the Central Provinces enjoyed a far greater share of the divisible expenditure than the 60 per cent now allotted to it under the settlement, and the problem in this and succeeding years was so to reduce expenditure in that part of the province as to work up to the 40 per cent allotted to Berar. Existing commitments could not be reduced, and financial stringency in the earlier years of the Reforms made it impossible to make any large provision for new expenditure in Berar, and so enable it to work up to its proportion. It followed that development in the Central Provinces was reduced to an absolute minimum. The total rejection of the 1924-25 budget by the Legislative Council retarded the allotment of funds for new expenditure to Berar in that year. But the saving which resulted from this arrestment of development permitted of a larger allocation in the succeeding year, and this combined with a series of good seasons enabled the local Government to work up nearly to the standard proportion by 1926-27. Until then development in the Central Provinces came practically to a standstill.

252. Two other modifications in the original terms of the provincial settlement have materially affected the finances of the local Government. The first is the remission of the provincial contribution of Rs. 22 lakhs which has taken effect from the year 1927-28, and was preceded by a partial remission to the extent of Rs. 9 lakhs in 1925-26. The second is the temporary suspension of the annual assignment of Rs. 47.26 lakhs to the Famine Insurance Fund since 1927-28.

253. Statements are included as Appendices XVIII and XIX showing by major heads of account the actual provincial revenue and receipts and provincial expenditure and disbursements from the year 1921-22 to 1926-27.

also the revised estimates for 1927-28 and the budget estimates for the current year. Graphs are also included (Appendices XX to XXIV) to illustrate the progress of—

- (i) provincial revenue from the year 1921-22 to 1928-29;
- (ii) expenditure from the year 1921-22 to 1928-29 on reserved and transferred subjects;
- (iii) revenue from land revenue, excise, stamps and forests from 1921-22 to 1928-29;
- (iv) expenditure on each of the transferred subjects from 1921-22 to 1928-29;
- (v) expenditure on each of the reserved subjects from 1921-22 to 1928-29.

Dealing generally with the financial position since the Reforms the statements included as Appendices XXV and XXVI show that the revenue during the period from 1921-22 to 1928-29 has increased by Rs. 50.36 lakhs and the expenditure chargeable to revenue by Rs. 55.26 lakhs. The first of these years was abnormal as the following analysis of revenue under important heads shows.

254. Land Revenue.—The actual receipts on account of land revenue for 1921-22 included amounts suspended from previous years. The extent to which the revenue has actually increased under this head can only be gauged by a comparison of the current demand of each year. The current demand for 1921-22 was Rs. 206.23 lakhs, while that for 1928-29 is Rs. 219.48 lakhs, an increase of Rs. 13.25 lakhs.

There is since 1922-23 a further addition of Rs. 11 lakhs on account of the newly imposed mahar and jaglia cess, but this is not a real increase in revenue as it is counterbalanced by equivalent expenditure.

255. Excise.—The excise revenue is liable to wide fluctuations. The prevalence of scarcity and the continuance till July 1922 of a "singhast" period, during which Hindu marriages could not be performed, made the revenue for 1921-22 abnormally low. With the return of normal conditions it expanded steadily up to 1925-26 when it reached a peak figure of Rs. 156½ lakhs. In this year a change was made in the system of crediting sale-proceeds of excise, opium and other drugs, which accounted for a nominal increase of about Rs. 11 lakhs in the revenue. Since 1926-27 receipts have fallen, partly owing to the measures taken by Government to reduce consumption in accordance with its accepted policy, and partly owing to depression in the cotton tracts. It is not possible to state what is a normal excise revenue as it fluctuates widely with changes in economic conditions, and the restrictive policy of Government must result in a progressive diminution of receipts over a period of years. The figure for 1927-28 is perhaps as near normal as any figure could be.

256. Stamps.—The revision of the Stamp and Court Fees Acts affected the revenue in the last quarter of 1923 and in the years of 1923-24, 1924-25 and 1925-26. Further, the annual assignment from the Government of India on account of unified stamps was increased by a little less than Rs. 1 lakh with effect from the 1st April 1924. The fall in 1926-27 as compared with the two previous years was due to the fact that the revision of the Acts was only in operation for three years. Excluding the above from consideration, the normal revenue under this head shows an increase which reflects improved economic conditions.

257. Forests.—The Forest Department's revenue is also subject to fluctuation according to the character of the season. The revenue for 1921-22 was therefore low. With the return of good agricultural seasons, and a good lac crop, revenue continued to improve till the year 1925-26, when it again fell owing to a poor lac crop and to the weakness of the local market for forest produce. Most of the output of the department is absorbed locally and any increase in general prosperity at once reacts upon the forest revenue. At the same time improved management is also a factor in increasing receipts. Over the whole period there is undoubtedly a real growth in revenue.

258. Other heads.—Under other revenue heads the most noticeable increases occur under “Education” and “Transfers from Famine Insurance Fund”. Under “Education” the increase is under fees, and is mainly due to the opening since the Reforms, of the King Edward Memorial College, Amraoti. Owing to the suspension of the assignment to the Famine Insurance Fund since 1927-28, the sum required to meet the debit in the revenue account for expenditure ordinarily chargeable to the annual assignment has to be obtained by the transfer of an equal sum from the fund.

259. Expenditure.—On the expenditure side, Appendix XIX shows that there has been an increase in expenditure of Rs. 55.26 lakhs since 1921-22. An attempt has been made to distribute this increase over the various classes of expenditure from year to year and the result is exhibited in Appendix XXVI. This statement shows that the actual increase over the whole period as compared with the actuals for 1921-22 in respect of pay and allowances (other than travelling allowance) is Rs. 22.23 lakhs. In 1922-23 the additional expenditure on account of the revision of salaries and establishments and the grant of allowances was estimated to cost Rs. 74.78 lakhs per annum, this figure being made up as follows :—

	Rs.
Imperial and Provincial Services	... 11.28 lakhs.
Subordinate and ministerial Services	... 50.00 lakhs.
Special allowances to low paid ministerial and Menial establishments.	13.50 lakhs.
Total	... <u>74.78 lakhs.</u>

As a result of the recommendations of the Retrenchment Committee a saving of Rs. 4.18 lakhs was made on account of allowances, but this saving was almost counterbalanced by the increase in expenditure consequent on recommendations made by the Lee Commission. The reason that the actual increase on this account during the Reforms period has been Rs. 22.23 lakhs only is that the increases in pay were given effect to from the 1st December 1919, and the actuals for 1921-22, therefore, include a good portion of the additional cost.

Travelling allowances account for an increased expenditure of Rs. 5 lakhs. A committee was appointed in 1921 to consider the question of the adequacy of the rates of travelling allowance, and their report revealed the need for a general enhancement.

The increase in grants-in-aid is chiefly in the Education Department and the Buildings and Roads Branch of the Public Works Department. Of the increase of Rs. 11.85 lakhs in the former, Rs. 6½ lakhs represents a non-recurring grant which has been included in the budget for 1928-29 for grants to local bodies towards the construction of buildings. Excluding this, the balance may be taken to represent a normal increase. In the latter department, although the expenditure is recorded under the minor head “Grants-in-aid”, it represents sums transferred to local bodies for expenditure on works made over to them as agents for maintenance and construction. This expenditure is, therefore, of the same nature as expenditure of the department on works which also shows a large increase under head “45—Civil Works—Public Works Department”. The enhancement in the cost of maintenance is partly responsible for both increases.

The increase under “Forest” is due to a larger programme of works and also to the inclusion of interest charges on all capital works as a part of the outlay on works.

The increase under repayment of loans is due to the new loans which have been taken since the year 1921-22.

The increase under “Pensions” is normal.

It will be noted that there is a large decrease under “Other items” since the year 1927-28. This is due to the fact that the provincial contribution has been remitted since that year, and the assignment to the Famine Insurance Fund suspended.

260. A brief description is now given of the financial history of each year since the Reforms in so far as revenue and expenditure chargeable to revenue are concerned. The debt and capital transactions are dealt with separately.

1921-22.—The year opened with a balance of Rs. 51 lakhs. The actual revenue amounted to Rs. 503½ lakhs and the expenditure chargeable to revenue to Rs. 526½ lakhs. As already observed, the revenues of the year were affected by the failure of the monsoon of 1920 whilst outgoings expanded to cover the revision of pay and allowances and relief measures.

The year closed with a balance of Rs. 33,000 only.

1922-23.—The monsoon of 1921 was good, but the province had not fully recovered. The budget for 1922-23, as presented to the Council, provided for a deficit of Rs. 43.23 lakhs and the Finance Member in his budget speech declared that short of a complete change in the standard of administration, there was no method of retrenchment by which equilibrium could be attained, and that resort must be made to fresh taxation. Enhancement of court-fees, stamp duties and registration fees was proposed. These measures were estimated to bring in Rs. 13½ lakhs for a full year. The Council deferred consideration of the Bills to amend the Court Fees and Stamp Acts. Savings to the extent of Rs. 20 laks were effected, and at the end of 1922 the Bills amending the Stamp and Court Fees Act were at last passed and brought into force. The 1922 monsoon again gave satisfactory results and the resulting economic recovery was reflected in the revenue under the principal heads which exceeded budget expectations. Economy also resulted from the fact that the inception of new schemes provided for in the budget were as a precautionary measure deferred till the character of the monsoon was assured. When the accounts of the year 1922-23 were made up, it was found that the revenue had amounted to Rs. 537½ lakhs and the expenditure chargeable to revenue to Rs. 512 lakhs, giving a surplus of Rs. 25½ lakhs against the anticipated deficit of Rs. 43.23 lakhs; and the closing balance was raised from Rs. 33,000 to Rs. 46.98 lakhs.

1923-24.—With the economies initiated in 1922-23, and the passing of the amended Stamp and Court Fees Act it was estimated that the normal receipts in 1923-24 on the existing basis of taxation would still fall short of expenditure by about Rs. 18½ lakhs. In this year the Sim Settlement came into effect and new expenditure in the Central Provinces was severely curtailed. The budget for the year 1923-24 as presented to the Council provided for a revenue of Rs. 535.64 lakhs and expenditure chargeable to revenue of Rs. 550.77 lakhs or a deficit of Rs. 15.13 lakhs. The actual revenue for the year, however, reached Rs. 539 lakhs and the expenditure 516 lakhs, resulting in a surplus of Rs. 23 lakhs. With these repeated surpluses the provincial balance was gradually built up, and including the debt and capital transactions the end of the year saw a free balance of Rs. 100 lakhs, and a balance in the Famine Insurance Fund of Rs. 72½ lakhs.

1924-25.—The year 1924-25 thus opened under favourable conditions, and Government felt justified in putting forward a cautiously progressive programme. For the first time since the Reforms the budget with receipts at Rs. 531½ lakhs and expenditure at Rs. 529½ lakhs showed an expected surplus. The total rejection of the budget involved the abandonment of a number of items provided for new schemes and works in the transferred departments, totalling Rs. 11.55 lakhs. The actual revenue exceeded, whilst the actual expenditure proved less, than budget expectations. The year ended with a balance of Rs. 113½ lakhs in the Famine Insurance Fund and a free balance of Rs. 131 lakhs.

1925-26.—The year 1925-26 therefore opened with an ample reserve, and the budget estimates were based on the usual forecast of a normally good season. Agricultural conditions, however, proved unfavourable and owing to a partial failure of crops large suspensions of land revenue had to be made. The fall in revenue was fortunately more than counter-balanced by savings in expenditure due mainly to a partial remission of the

provincial contribution to the extent of Rs. 9 lakhs. The year ended with a balance of Rs. 77.87 lakhs in the Famine Insurance Fund and with a free balance of Rs. 151.49 lakhs.

1926-27.—Although the revenue had received a set-back in 1925-26, the year 1926-27 also opened with large balances at the credit of the province. The Finance Member in his opening speech stated that Government was at the time in a position to spend money freely, and that the problem before it was how much could be safely spent and how expenditure could be best distributed over all parts of the Central Provinces and Berar. The insufficiency of the allocations to Berar in previous years had engendered there a strong sentiment against spending money in the Central Provinces, whilst the Central Provinces chafed at the realization that its development must yield in priority to Berar. It was decided to use the available resources to provide funds generously for expenditure both in the Central Provinces and Berar and, at the same time, to endeavour to bring the proportion of divisible expenditure into accord with the Sim formula. In Berar the proportion of divisible expenditure allotted was raised from 29 per cent in the previous year to 38 per cent. The budget as presented to the Council provided for a revenue of Rs. 574.94 lakhs and an expenditure chargeable to revenue of Rs. 601½ lakhs; the actual revenue, however, amounted to Rs. 529½ lakhs and the expenditure to Rs. 596¼ lakhs. These figures bear evidence that the actual conditions of the year were distinctly unfavourable.

The amendment to the Stamp and Court Fees Act which had given an increased revenue of about Rs. 13½ lakhs per annum for the three years during which it was current expired on the 1st April 1926, and a fall in stamp revenue was naturally expected; but while this was allowed for in the budget there were other adverse conditions which could not have been foreseen. In the north of the province serious floods did much damage in the districts of Mandla, Jubbulpore, Narsinghpur and Hoshangabad. This unforeseen calamity had the effect of reducing revenue and increasing expenditure, as land revenue had to be remitted and relief given to assist the distressed. During the year a fall also occurred in the price of cotton, and as there was nothing to suggest substantial or early recovery, the economic conditions of the cotton tracts deteriorated, not only by reason of the diminution of direct resources but also on account of the contraction of credit that ensued. These factors caused a fall under almost every revenue head, particularly Excise, where revenue belied expectations to the extent of Rs. 25½ lakhs. The year 1926-27 must be regarded as the beginning of a period of declining revenue. The actuals of the year showed a deficit of nearly Rs. 67 lakhs, which absorbed a good portion of the large balances of the province.

Although it was early realized that there would be a fall in revenue and no part of the provincial contribution was remitted, it was not considered necessary to curtail to any large extent the expenditure provided for in the budget, in view of the large free balances, and of the accumulations in the Famine Insurance Fund which were by now adequate to meet the only serious catastrophe which the province had ordinarily to fear.

1927-28.—The year 1927-28 had to be approached in a way rather different to that of the previous year. The provincial balances were depleted. The depression in the cotton market continued, and the effect of excise policy in diminishing revenue was becoming increasingly more apparent. These factors demanded an attitude of caution in estimating probable revenue. At the same time the heavy programme of work begun in the previous year had to be continued, and the proportion of divisible expenditure attained in the previous year maintained. In these circumstances the preparation of a balanced budget was impossible, and there was no large provincial balance to provide for a deficit. But there was ground to expect substantial relief both by the remission of the provincial contribution and the cessation of assignments to the Famine Insurance Fund. The budget could not take these factors into account. But the difficulty of providing funds in accordance with what financial conditions were confidently expected to be was got over by taking a provincial loan of Rs. 55.



lakhs. This was justified by an examination of past expenditure which revealed the fact that certain items of capital expenditure had in the past been met from the provincial balance which might properly have been financed from loans. The items included capital expenditure on Irrigation, Forest and loans to cultivators aggregating Rs. 55 lakhs. With this addition in view the budget presented to the Council allowed for a revenue of Rs. 563 $\frac{3}{4}$ lakhs and an expenditure of Rs. 593 $\frac{1}{4}$ lakhs. The actuals of the year are not available, but it is expected that the revenue will have fallen to Rs. 547 lakhs, the main fall being under Excise. Fortunately expenditure is not likely to exceed Rs. 539 lakhs as the provision for the provincial contribution and the Famine Insurance Fund was not required to be used. The year is accordingly estimated to close with a free balance of Rs. 47.30 lakhs.

1928-29.—In 1928-29 the budget was framed with the knowledge that the provincial contribution had been partially remitted and the annual assignment to the Famine Insurance Fund suspended. Thus a large sum was released for new expenditure. The budget as presented to the Council provided for a revenue of Rs. 553.65 lakhs and an expenditure of Rs. 581.93 lakhs.

The budget provided for new expenditure to the extent of Rs. 74.22 lakhs, of which Rs. 59.88 lakhs is on revenue account. Of this, Rs. 3.02 lakhs have been allotted for recurring and Rs. 49.52 lakhs for non-recurring expenditure in the transferred departments, while Rs. 1.28 lakhs have been allotted for recurring expenditure and Rs. 6.07 lakhs for non-recurring expenditure in the reserved departments. The transferred departments thus come in for 88 per cent of new expenditure. The closing balance would normally have been expected to be Rs. 29.40 lakhs. But the estimates have already been upset by an unexpected attack of rust which affected the wheat crop in the districts in the north of the province so severely that large suspensions of land revenue have had to be granted and the reduced purchasing power of the people is certain to be reflected in a fall under other heads of revenue. It has, therefore, been decided to curtail expenditure to the extent of approximately 11 lakhs, and the full programme of new works for which provision was made in the budget will not be carried out. The suddenness of this calamity, which necessitated a reconsideration of expenditure within a month of the presentation of the budget to the Council, exemplifies the difficulty of stabilising receipts and expenditure, or of striking an average revenue for the province from the wide fluctuations that occur under nearly every head.

261. Debt heads.—To complete the analysis of the provincial finances it is necessary to examine the transactions which are described on the receipt side as "Debt Heads" and on the disbursement side as "Capital Outlay" and as "Debt Heads". The most important "Debt Heads" both on the receipt and disbursement sides are—

Famine Insurance Fund,

Loan and Advances by Provincial Governments, and

Advances from Provincial Loans Fund and Government of India.

Under "Capital Outlay" is mainly included certain capital charges on account of the Forest Department, the Irrigation Department and commuted value of pensions.

262. Famine Insurance Fund.—The Famine Insurance Fund is a statutory fund for which local Governments are required to provide under Devolution Rule 29. The annual provision which this Government had to make in accordance with the prescriptions of Schedule IV of the Devolution Rules was Rs. 47.26 lakhs. Any portion of the annual assignment not spent on the relief of famine or the construction of protective irrigation works, or other works for the prevention of famine was credited at the close of the year to the fund. The statement contained in Appendix XXVII shows how the fund has actually been utilized from year to year. The annual assignments which continued for six years before it was suspended totalled Rs. 283.56 lakhs gross. Expenditure on famine relief has amounted to a

little more than Rs. 42½ lakhs, and the estimated balance to the credit of the fund on March 31st, 1928, after deducting all other expenditure including repayable loans, was estimated to be Rs. 179 lakhs. Including recoverable loans exceeding Rs. 15 lakhs the cash surplus in the fund exceeded 4½ times the direct famine expenditure, whilst the protection against famine had at the same time been increased by the provision of protective famine works. The position thus revealed justified the representations made by the local Government that the annual assignment to the fund had been fixed at an exorbitant figure.

Under the recent orders of the Secretary of State the local Government is now required to assign only Rs. 4 lakhs annually with a statutory maximum of Rs. 45 lakhs, and has been allowed to utilize the balance over and above this maximum for such objects as it may think fit and more particularly for the reduction of the provincial debt. The scope of the fund has been at the same time restricted to immediate famine relief, and expenditure on protective irrigation works hitherto financed from the fund will form a separate account. When the amount of Rs. 47.26 lakhs was calculated as the correct assignment to the fund, the expenditure on protective irrigation was reckoned at Rs. 16 lakhs. Even if this sum had still to be found, the saving on the assignment would be considerable. But there is the further fact that the cumulative effect of expenditure on irrigation has been to reduce the scope for further irrigation projects; and although the department has a programme of works which could absorb annually as much as this figure, the actual tendency has been to reduce the annual programme and for some time at least it appears certain that this reduction will continue. The saving which will thus result will be felt in the general provincial revenues and not merely in the Famine Insurance Fund. The reduction of the provincial debt by the application to it of surplus sums in the Famine Insurance Fund will be financially to the advantage of the local Government, as the rate of interest at which the local Government has borrowed for the former is less than it receives on the latter by at least one per cent, rising in some cases to 2¾ per cent.

263. Loans and Advances by Provincial Governments.—Transactions relating to loans and advances made by Provincial Governments are maintained in a separate account known as the "Provincial Loans and Advance Account". The various purposes for which loans and advances can be made from this account have been described in paragraph 169. Under rule 2 (d) of the Local Government's (Borrowing) Rules this account can be financed by raising loans in the open market. But as all capital payments of this Government are being financed from advances from the Provincial Loans Fund and the Government of India, the loans and advances made by the local Government since the inauguration of the Reforms have been similarly financed. The annual transactions of the provincial loans and advance account are shown on both the receipt and disbursement sides of the provincial estimates. Under the head "Loans and Advances by Provincial Governments" on the receipt side are credited the recoveries of advances granted by the local Government under the Agriculturists' and Land Improvement Loans Acts, the Co-operative Societies Act and the Local Authorities' Loans Act and towards any special objects, such as the advance to the Bhonsla estate under Court of Wards, and advances to the weaver community during scarcity. On the disbursement side are exhibited the advances made by the local Government during the year for these purposes. A statement is included as Appendix XXVIII, showing the advances made from year to year since the 1st April 1921 and the recoveries effected over the same period. The total amount advanced on the various accounts since the 1st April 1921 amounts to Rs. 205.39 lakhs, of which Rs. 61.06 lakhs was met from the balance in the Famine Insurance Fund. Recoveries during that period amounted to Rs. 233.14 lakhs of which Rs. 71.21 lakhs represents recoveries from the outstanding balance of the pre-Reform advance account and the balance, viz., Rs. 161.93 lakhs, from advances made since the Reforms; the latter sum includes Rs. 45.85 lakhs on account of advances made from the Famine Insurance Fund and is creditable on recovery to that fund. The balance expected to be outstanding on the 31st March 1929 was estimated to be Rs. 63.95 lakhs, of which Rs. 20.49

lakhs is on account of pre-Reforms advances and the balance, *viz.*, Rs. 43.46 lakhs on account of advances made since the Reforms; the latter sum includes Rs. 15.21 lakhs on account of advances made from the Famine Insurance Fund.

264. Advances from Provincial Loans Fund and Government of India.—This is another head which appears both on the receipt and disbursement sides of the provincial budget. On the receipt side it provides for the advances taken from time to time from the Government of India and the Provincial Loans Fund to meet capital expenditure on irrigation and forest works and on advances of the nature described in the above paragraphs. On the disbursement side it provides for the repayment of such advances.

The statement included as Appendix XXIX shows the advances taken since the 1st April 1921 and the repayments made from year to year.

The total amounts advanced under all heads, including that provided in the budget for 1928-29, make up a figure of Rs. 285.50 lakhs. Repayments total Rs. 57.74 lakhs and the balance outstanding on the 31st March 1929 is expected to be Rs. 227.76 lakhs, less any sum which may be allotted to the reduction of the account from the surplus of approximately one and a quarter crores available in the Famine Insurance Fund.

265. Capital expenditure.—Under the head of capital expenditure is included capital expenditure of the nature described in rule 2 of the Local Government's (Borrowing) Rules. The capital expenditure usually charged to this head is on account of—

- (1) 52-A—Forest Capital Outlay.
- (2) 55—Construction of Irrigation Works.
- (3) 60-B—Commuted Value of Pensions.

52-A—Forest Capital Outlay.—This Government has decided that expenditure on permanent productive forest works should be debited to this head. There is a programme of such works estimated in the aggregate to cost Rs. 11½ lakhs and works are undertaken annually according to urgency. The expenditure expected to be incurred up to the end of 1928-29 on these works is Rs. 4.64 lakhs. Apart from roads designed to exploit forest resources and increase the revenue, only two undertakings have been financed from this source, the Allapilli Saw Mills erected at a cost of Rs. 1.42 lakhs and the Raipur Forest Tramway constructed at a cost of Rs. 18.50 lakhs.

All these works have been financed mainly from advances taken from the Provincial Loans Fund. The advances are repaid by the local Government by equated annual payments towards principal and interest extending over a period not exceeding thirty years.

266. 55—Construction of Irrigation Works.—For expenditure on unproductive irrigation works there is an approved programme extending over a period of 14 years from 1921. The whole programme is estimated to cost Rs. 4.80 lakhs. Against this expenditure to the extent of Rs. 1.50½ lakhs is expected to be incurred by the 31st March 1929. Capital and revenue accounts are maintained for all works. They are financed from advances from the Provincial Loans Fund and the advances are repaid by equated annual instalments of principal and interest extending over a period of 30 years. The instalments in repayments of the advance have hitherto been debited to the Famine Insurance Assignment or the Famine Insurance Fund as the case may be.

267. 60-B—Commuted Value of Pensions.—The expenditure on account of commuted value of pensions paid to pensioners both in India and England and to other Government is debited to this capital head.

268. Debt position.—Prior to the Reforms all capital expenditure and disbursements of provincial Governments were directly financed by the Government of India, from their own resources. At the commencement of the Reforms the past expenditure of the Central Government on behalf of this province was calculated at Rs. 464.02 lakhs and treated as an advance to the local Government. The amount is made up of Rs. 92.41

lakhs, outstanding balance of advances made under the Provincial Loans and Advance Account, and Rs. 371.61 lakhs, pre-Reform capital expenditure on Irrigation works. Of these two sums, the former is repayable with interests in not more than 12 years (Devolution Rule 23), while the latter is not compulsorily repayable and the local Government is only liable to pay a fixed interest of Rs. 14.20 lakhs per annum in perpetuity. Since the Reforms and up to 31st March 1929 the local Government will have contracted fresh debts aggregating Rs. 285.50 lakhs for the following purposes :—

	Rs.
(i) For Irrigation capital expenditure ...	181.74 lakhs.
(ii) For Forest capital expenditure ...	23.93 "
(iii) For capital expenditure on commutation of pensions.	8.00 "
(iv) For capital expenditure on printing machines for Government Press.	1.75 "
(v) For provincial loans and advances account ...	67.08 "
(vi) For covering a revenue deficit ...	3.00 "
Total ...	285.50 "

Out of the total debit of Rs. 749.52 lakhs raised against the province, the amount of debt which will have been discharged by 31st March 1929 is excepted to be Rs. 129.66 lakhs, leaving an outstanding balance due of Rs. 619.86 lakhs, of which Rs. 248.25 lakhs is repayable. This amount represents the balances of advances taken for the following purposes :—

	Rs.
(i) Outstanding balance of pre-Reform advances under the provincial loans and advances account.	20.49 lakhs.
(ii) Advances taken since the Reforms on account of the provincial loans and advances account.	34.84 "
(iii) For Irrigation capital works since the Reforms ...	164.69 "
(iv) For Forest capital expenditure since the Reforms ...	20.23 "
(v) For capital expenditure on account of commuted value of pensions.	8.00 "
Total ...	248.25 "

The manner in which the loans are being repaid may now be explained.

The first two items are being repaid by instalments of approximately Rs. 5.78 lakhs, a sum well within the average annual recoveries of the local Government under the same heads.

The third item is being repaid by 30 annual equated instalments made up of surplus revenue from Capital Irrigation Works and the 'Famine Insurance grant. But the revision of the existing Famine Insurance assignment makes the amount outstanding a charge against the ordinary revenues of the province.

Item (iv) is being repaid by 20 annual equated instalments from the ordinary revenues of the province. These works are classed as productive and the increased revenue which is expected by the Forest Department from these works is estimated to cover both the interest and principal.

Item (v) is being repaid by 30 annual equated instalments. Under the system of accounting, the capital expenditure of each year is repayable by 15 annual equated instalments by a charge against the revenue and thus the instalments towards the repayment of this debt will be covered from the amount to be adjusted annually by a charge against the revenue.

The debt position is summed up as follows :—

This Government started the Reforms with a debt of Rs. 464.02 lakhs and within the period of 8 years contracted a fresh debt of Rs. 285.50 lakhs. The total debt is thus Rs. 749.52 lakhs. Of this Rs. 371.61 lakhs representing pre-Reforms capital expenditure on Irrigation works is a permanent debt and the balance, *viz.*, Rs. 377.91 is a temporary debt, *i.e.*, this Government is liable to repay this debt. Of this Rs. 129.66 lakhs will normally be discharged by 31st March 1929, leaving a balance of Rs. 248.25 lakhs still to be discharged. A portion of this balance is covered by the sum of Rs. 48.74 lakhs which is due to Government on account of loans and advances made by the local Government under the Provincial Loans and

Advance Account. Taking this into account there will thus be an uncovered debt of Rs. 199.51 lakhs on 31st March 1929 ; but against this debt the following amount will be at the credit of this province on the same date :—

			Rs.
Estimated closing balance	...	...	15'02 lakhs.
Famine Insurance Fund—			
(i) Balance in the fund	...	171'67 lakhs	
(ii) Balance outstanding with cultivators on account of taccavi advances.		15'22 "	
			186'89 "
Total			201'91 "

For the purpose of this calculation it has been assumed that the surplus in the Famine Insurance Fund will not have been touched by then. If the surplus is drawn on for the purpose of reducing the outstanding loans the financial position is relatively unchanged.

269. In the following statement an attempt is made to set out concisely the real cash position of the province from year to year, and the salient features of its finances?—

Year.	Revenue.	Expenditure charged to revenue.	Net transaction under capital and debt heads including Famine Insurance Fund.	Closing balance.	Balance of debt to be discharged.	Percentage of expenditure charged to revenue (column 3).	
						In reserved departments.	In transferred departments.
1	2	3	4	5	6	7	8
	Rs.	Rs.	Rs.	Rs.	Rs.	Per cent.	Per cent.
1921-22	5,03,29	5,26,81	—27,17	34	10,98	68	32
1922-23	5,37,85	5,12,09	+51,53	77,62	25,18	68	32
1923-24	5,39,15	5,16,46	+72,13	1,72,44	79,68	67	33
1924-25	5,47,91	5,10,83	+35,23	2,44,75	97,92	68	32
1925-26	5,48,39	5,45,87	—17,91	2,29,36	76,12	64	36
1926-27	5,29,51	5,96,87	+25,50	1,87,50	95,09	61	39
1927-28 (Reserved Estimate).	5,46,91	5,39,31	31,22	2,26,32	1,60,99	57	43
1928-29 (Budget Estimate.)	5,53,65	5,82,07	—11,20	1,86,70	1,84,28	58	42
Opening balance on the 1st April 1921					51'03		

Column 4 shows the amount by which in each year the sums borrowed by the local Government, the credit to the Famine Insurance Fund and the receipts from sums advanced to third parties exceeded (+) or fell short of (—) the capital expenditure incurred and advances made from borrowed funds and from the Famine Insurance Fund. In most years the balance was on the right side owing to the extent of the compulsory contribution to the Famine Insurance Fund. Columns 5 and 6 shows that the cash in hand, including balance in the Famine Insurance Fund, should slightly exceed the repayable debt to the Government of India at the close of 1928-29, but that the cash position is far less advantageous than it had been two years previously. The revenues of the province have fluctuated considerably and have in reality shown little expansion as the first year of the Reforms was abnormal. But even if that were taken as a normal year the revenue has increased by no more than 10 per cent which exactly represents the change in the share of the expenditure appropriated to the transferred departments.

270. In estimating the real financial position it must be recollected that not only do cash assets exceed repayable debt but that, out of the capital borrowed, this Government has in the last 8 years created assets by constructing Irrigation works at a cost of Rs. 181.74 lakhs. These works afford protection against famine. It has constructed a tramway for exploiting the extensive sal forests in the South Raipur Division at a cost of Rs. 18.50 lakhs, and the saw mills for the working of the Alapilli teak forest at a cost of Rs. 1.42 lakhs. It has also spent Rs. 5.43 lakhs in constructing metalled roads to secure the more intensive working of certain forests areas. The total assets thus created amount to Rs. 207.79.

PART XV.—THE ADMINISTRATIVE RECORD OF THE RESERVED DEPARTMENTS.

271. The following statement showing the budget demands placed before the Legislative Council in March last for the reserved departments will serve to show the comparative importance of each department from the point of view of expenditure :—

Number of demand.	Name of demand.	Amount of demand as placed before the Legislative Council.
		Rs.
1	Land Revenue	29,44,600
3	Stamps	1,69,000
4	Forest	36,79,800
6	Irrigation Works charged to Revenue ...	15,61,000
7	General Administration (Reserved) ...	56,22,450
9	Administration of Justice	29,20,856
10	Jails and Convict Settlements	9,47,290
11	Police	53,65,900
13	Education (Reserved)	1,55,000
18	Industries (Reserved)	27,000
20	Miscellaneous Departments	97,043
21	Civil Works (Reserved)	56,000
23	Famine Relief and Insurance	62,000
24	Superannuation Allowances and Pensions ...	15,80,500
25	Stationery and Printing (Reserved)...	6,23,000
27	Miscellaneous (reserved)	93,000
30	Capital Outlay on Forest Works	80,000
31	Productive Irrigation Works	20,95,000

No record has been prepared for the following :—

3.—Stamps.

23.—Famine Relief and Insurance.

24.—Superannuation Allowances and Pensions.

25.—Stationery and Printing (Reserved).

They have been omitted because, with the exception of Famine Relief, they have been very little affected by the Reforms. Famine relief has been mentioned in connection with the financial effects of the Reforms and the control of the Government of India.

Education (Reserved) and Public Works (Reserved) have not been separately dealt with as they form comparatively small branches of the transferred departments and are under the same heads of departments. The former relates to European and Anglo-Indian education only, and the latter to residences of the Governor, both of which have been excluded from transfer. It has been found more convenient to make such mention of these as is necessary in the records of the transferred departments to which they are related.

272. The remaining heads are dealt with as follows :—

1.—Land Revenue	...	(1) Under the Settlement and Land Records Departments, which are combined under one head of department, and account for all but a small fraction of the expenditure under this head.
4.—Forest	...	(2) Forest Department.
30.—Capital Outlay on Forest Works	...	
6.—Irrigation charged to Revenue	...	(3) Public Works Department, Irrigation Branch.
31.—Productive Irrigation Works	...	
7.—General Administration (Reserved)	...	(4) General Administration Department.
9.—Administration of Justice	...	(5) Finance Department.
10.—Jails and Convict Settlements	...	(6) Departments under the Legal Remembrancer.
11.—Police	...	(7) Judicial Department
18.—Industries (Reserved)	...	(8) Jail Department.
20.—Miscellaneous Departments	...	(9) Police Department.
	...	(10) Department of Industries (Reserved).

Of these the Judicial, Jail and Police Departments are in the portfolio of the Hon'ble the Home Member, and Industries (Reserved), Forest and Irrigation in the portfolio of the Hon'ble the Revenue and Finance Member. The demand under the head of Industries (Reserved), which relates entirely to expenditure on reformatory schools, is handled in the Legislative Council by the Hon'ble the Home Member, whilst the demand on account of the Miscellaneous departments, which are controlled by the Director of Industries and include electricity, and factory and boiler inspection, is in charge of the Hon'ble the Revenue and Finance Member. The General Administration Department is not a separate department under a head of department, and is not susceptible of allocation to one Member or the other. In the Legislative Council responsibility is shared between the Executive Councillors according as the particular subject discussed under the head of General Administration relates to a matter in the portfolio of the Home Member or the Revenue and Finance Member. Thus, the Home Member would normally take charge of a debate on communal disturbances, whilst the Revenue and Finance Member would assume responsibility for defending Government against a general attack on the services, or a proposal to abolish Commissioners. Some difficulty is experienced as until a reduction of the budget demand under this head has been actually moved it is not always known exactly what will be the exact subject of attack. The two Members arrange amongst themselves which will deal with each of the reductions of which notice has been given, and in cases of doubt or emergency the senior Member as Leader of the House takes charge. The practice has hitherto been for the demand to be introduced by the Member for Revenue and Finance.

(1) LAND RECORDS AND SETTLEMENT DEPARTMENTS.

1. These two departments are controlled by one and the same officer under the title of Settlement Commissioner and Director of Land Records, respectively, and the demands for expenditure on them are both included under the head of Land Revenue. The two departments are closely related as the Land Records Department is responsible for maintaining the records prepared by the Settlement Department and the land records staff forms the nucleus of the settlement staff in areas in which settlement operations are undertaken. The establishment of the Land Records Department is permanent and consists of a Deputy Director of Land Records, a permanent survey establishment, working under the general control of an officer of the Survey of India, and a district land record staff, the head of which is the District Superintendent of Land Records. The establishment of the Settlement Department, on the other hand, is almost entirely temporarily recruited. The Settlement and Assistant Settlement Officers are drawn from the Imperial or Provincial Civil Services and the lower establishment is either recruited direct or taken temporarily from the district land records staff. The temporary settlement staff which is directly recruited, is partially absorbed in the permanent land record staff as vacancies occur therein.

2. The Settlement Department has been more attacked in the Legislative Council than any other department owing to the opposition of the Council to the land revenue policy of Government. With the exception of the budget for 1923-24 the demand of the department has been reduced every year by the Council and the reductions have been more and more severe in each succeeding year. In the budget of 1921-22 a sum of Rs. 20,216 was reduced on account of survey and settlement in three districts. This cut was carried rather with a view to economy in the cost of settlement than from objections to these settlements being carried out. In the following year 1922-23 a total reduction of Rs. 1,43,770 was made in the demand. Here again the objection was rather to the cost of the existing methods of re-settlement than to the principles of settlement. The cuts were, however, definitely supported by the argument that the policy of short-term settlement was wrong. The demand for 1924-25 was thrown out in its entirety. In the general discussion a reference was made to one of the settlements for which expenditure was included in the demand and the settlement policy of Government was criticized as applied to this one district, but politics dominated the debate to the exclusion of other matters and there was no general condemnation of the settlement policy of Government. In the budget of 1925-26 a reduction of Rs. 75,109 was made on account of expenditure on the Berar settlements. The principal objection raised was that the principles of settlement were not embodied in an Act of the legislature, and until this was done, the settlements should be postponed. Objection was also raised that the rates applied on revision were beyond the capacity of the agriculturists and that the revenues of Berar were already adequate to its requirements. In 1926-27 the whole demand under the head of land revenue was refused on political grounds and the discussion did not refer to questions of settlement policy.

The new Council proved even more drastic than its predecessors. In March 1927, 13 items, making up a total demand of Rs. 9,51,139 on account of settlements, were cut out of the budget. A token cut of Re. 1 on the general policy of the department was also carried. In March 1928 the same process was repeated. Seven items, making up a total of Rs. 5,88,251, were thrown out incontinently and again a token cut of Re. 1 was carried. The same argument that revision of settlement should not be undertaken until the principles of settlement had been embodied in an Act was put forward, but as Government had already, in 1925, introduced the Berar Land Revenue Bill and in August 1927 introduced the Central Provinces Settlement Bill, this argument was slightly altered in form and it was maintained that the re-settlements should be suspended until the Bills had actually been passed into law. The reductions included sums required for expenditure not only on rural settlements, but also for town surveys and settlements which had been recently introduced in Berar, as well as for an allowance to an officer placed on special duty in the Narsinghpur district, not for the purpose

of enhancing the land revenue on re-settlement, but for the reduction of rents and land revenue in consequence of damage done by the Nerbudda floods.

3. The effect of these cuts on the department may be briefly summarized. Up to and including the year 1926-27, the Governor restored by certification all the sums required during that period. In 1927-28 a sum of Rs. 6,50,000 out of the total reduction of Rs. 9,51,000 was restored by certification. This restoration provided sufficient funds to carry on the settlements which were already in full swing and to keep alive the machinery of those which were in their initial stages. In the meanwhile Government re-examined the proposals for re-settlements in five districts and decided that the re-settlement of the Jubbulpore district could be temporarily postponed, and that in the Wardha district no further expenditure need be undertaken during the year. Accordingly, a supplementary demand for Rs. 1,94,566 only out of the balance of Rs. 3,01,000 not previously certified was placed before the Legislative Council in August 1927, and when the Council rejected it, the Governor certified the amount as essential. The settlements, on account of which cuts were made in the current year's budget, have not been postponed. The result, therefore, of Council pressure has been the definite postponement of the settlement of two districts. No other settlements have been postponed, but in considering enhancements at settlement regard has unquestionably been paid to non-official opinion and, wherever possible without undue sacrifice of revenue, lower enhancements have been taken than economic facts appeared to justify. In addition, the local Government deferred for one year the recovery of the enhanced land revenue in two of the Berar taluqs, a matter upon which non-official opinion had been strongly expressed.

4. The importance to provincial revenue of the land revenue policy of Government may be judged from the fact that land revenue receipts represent roughly one-third of the total revenue. The following table shows in detail the enhancements of land revenue imposed during the Reforms period :—

Name of district (in the Central Provinces) or taluq (in Berar).	Amount of Land Revenue—		
	as existing.	enhanced at settlement.	that would have been lost had Council's recom- mendation been accepted.
1	2	3	4
	R.	Rs.	Rs.
Chanda (Western tahsils) ...	3,20,049	4,50,370	1,30,321
Chanda (Eastern tahsils) ...	13,640	27,385	13,745
Raipur and Drug (zamindaris) ...	80,541	1,64,950	84,409
Narsinghpur ...	6,33,762	7,64,185	1,30,423
Total for Central Provinces ...	10,47,992	14,06,890	3,58,998
Malkapur ...	5,27,279	7,22,896	1,95,617
Khamgaon ...	4,30,642	5,87,358	1,56,716
Jalgaon ...	3,65,637	4,89,106	1,23,469
Balapur ...	3,94,318	5,20,807	1,26,489
Chikhli ...	3,76,526	4,78,041	1,01,515
Akola ...	6,14,565	8,18,224	2,03,659
Akot ...	6,35,020	8,59,327	2,24,307
Mangrul Izara ...	5,473	7,804	2,381
Fusad Izara ...	10,842	14,656	3,814
Dharwa Izara ...	23,608	28,491	4,883
Kelapur Izara ...	38,354	51,925	13,571
Wun Izara ...	34,156	45,428	11,272
Yeotmal Izara ...	24,845	32,827	7,982
Total for Berar ..	34,81,265	46,56,890	11,75,625
Total for Central Provinces and Berar...	45,29,257	60,63,780	15,34,523

This statement does not include settlements which are still in progress, nor does it take account of the two settlements which have been postponed. It will be seen that the enhancements amount approximately to one-third of the old revenue. If the Council demands had been conceded, these enhancements would certainly have been lost for a period of anything up to 10 years; the arrears of settlement would have accumulated to such an extent that a great strain would have been imposed upon the settlement staff in working them off; and it is clear from the attitude taken in the Legislative Council, in the Berar Legislative Committee, and in the Select Committee on the Central Provinces Settlement Bill that the Council would not have agreed to even one-half of the enhancements now taken. Government is already pledged to a policy which must result in a progressive reduction of the excise revenue, the other great contributor to the provincial finances. Unless, therefore, new sources of taxation should be discovered, the acceptance of the land revenue policy pressed upon Government by the Legislative Council would result in the stagnation of the provincial revenues.

5. Three important pieces of legislation have been put forward by the department. Of these, the Berar Land Revenue Bill was placed before the Berar Legislative Committee and has been discussed in connection therewith. The Central Provinces Settlement Bill and the Central Provinces Consolidation of Holdings Bill were placed before the Legislative Council as well as a Land Revenue Amendment Bill of minor importance. The Settlement Bill was first introduced in 1923 and, after circulation, was brought before the second Council in 1924. The Council refused to consider it and in consequence of its attitude Government withdrew it. The present Council demanded that it should be brought up again. Government was not at the moment anxious to proceed with it as the orders of the Government of India on the Berar Land Revenue Bill, which covered the same ground, were awaited. But in response to further pressure in the form of a resolution for the immediate introduction of the Bill, Government in August 1927 again put it before the Council and it is now in Select Committee. The proceedings of the Select Committee indicate that non-official opinion strongly favours a policy which will not only limit the enhancement of revenue and prolong the periods of settlements, but may, in particular cases, lead to actual reduction of revenue.

The Consolidation of Holdings Bill was an important measure designed to remedy the evil of fragmentation which is particularly prevalent in Chhattisgarh, and proves an obstacle both to economic cultivation and to the satisfactory use of irrigation. The Bill was introduced in March 1927 and passed into law in the form recommended by the Select Committee in January 1928 without opposition.

6. On the Land Records side reductions have not been so severe. In 1921-22 a sum of Rs. 24,325 on account of salaries of Deputy Directors of Land Records was cut out by the Council. As a result Government decided to abolish three out of the five posts of Deputy Directors in deference to the wishes of the Council and on account of the need for retrenchment rather than because it considered the posts unnecessary. In the following year 1922-23 a reduction of Rs. 12,750 was carried on account of the salaries of the remaining two Deputy Directors. The local Government in view of the progress made in the nazul surveys, for the supervision of which one of the Deputy Directors was being trained to replace the survey officer in charge, decided that it might be possible to make other arrangements for supervision of the smaller number of surveys that would be pending when the survey officer retired, and accordingly reduced one of the Deputy Directors' posts in response to this cut. The remaining post still exists.

In the same year a reduction of Rs. 58,000 was carried on account of the salaries of District Superintendents and Assistant Superintendents of Land Records. The Council did not dispute the proposition that some supervision over the lower ranks of the land records staff was necessary, but considered that the number of Superintendents and Assistant Superintendents could be reduced by at least 50 per cent. This would have

involved placing more than one district under the control of a Superintendent as the existing basis was one post to each district. The local Government considered that the reduction was not feasible and the Governor restored the whole of the amount reduced. In 1923-24 a total sum of Rs. 25,000 was reduced for the same reason, and the arguments advanced in support of the cut were reinforced by reference to the recommendations of the Retrenchment Committee. The argument was not accepted by Government as the Retrenchment Committee had recommended reduction only if the supervision of the land records staff could be partially transferred to Tahsildars by relieving them in turn of their magisterial duties. The reduction was, therefore, again restored by certification. In 1925-26, a sum of Rs. 74,755 was again reduced on account of District Superintendents of Land Records. The amount was again restored, less a sum of Rs.1,000 left as a token reduction as an acknowledgment that the local Government had taken notice of the views of the Council and would re-examine the position. Another cut of Rs. 19,404 was made on account of special temporary staff required for introduction of a special boundary mark system in Berar. This was not restored by certification as the system was not compulsory, but optional, on the occupants of agricultural lands, and Government had no intention of proceeding with it if it was not desired. Actually, the cut was made by the Council from ignorance of the benefits of the new system which was already appreciated by Berar cultivators who had experience of it. Later when the Berar representatives found that their constituents were in favour of the system, they changed their opinion and pressed for its extension.

1926-27, as already noted, the whole demand was refused on political grounds.

In the discussions on the 1927-28 and 1928-29 budgets consideration of the Land Records demand was almost entirely excluded by the attention paid to settlement policy. A token cut of Re. 1 was, it is true, carried under the head of Land Records, but as a criticism on the policy of Government with regard to encroachments on Government town lands and not on the administration of Land Records. It would be unsafe to assume that the Council is now satisfied that the supervising staff of the Land Records Department is necessary, but for the moment, attacks on it have ceased and the only effect of the Council cuts has been the reduction of the four posts of Deputy Directors of Land Records. This reduction has not been without effect on the department, particularly in Berar, where the accuracy of the Land Records would certainly have been improved, with the supervision of a Deputy Director.

7. During the period of the Reforms, a number of improvements have been effected both in land records and settlement methods. The work of the Patwari staff has been greatly simplified and reduced, improved methods of survey have been introduced, powers have been devolved on Revenue Inspectors, and the survey of town lands has been taken up in Berar on entirely new principles. Numerous other improvements have been made in Berar survey and settlement methods. The only change that can be directly traced to pressure in the Council has been the simplification of settlement procedure. A summary method of settlement has been evolved in place of the minute and detailed methods hitherto employed, one important feature being the settlement of rents by agreement instead of by a *priori* calculations. This method has only recently been adopted and it is as yet uncertain whether it will, in the long run, prove as satisfactory as the old established procedure.

A noticeable feature of the attack on the settlement policy of Government is that it has been confined almost entirely to the Legislative Council and to bodies such as Landlords' Associations. A certain amount of local opposition to proposals for enhancement has, it is true, been organized. But the orders of Government, when finally issued, have been accepted with little protest and almost invariably without any attempt to oppose them. Relations between the settlement staff and the local population have remained

cordial. The fact appears to be that whilst on the one hand the enhancements of revenue, which are imposed at re-settlement, are naturally unpopular, the benefits of an accurate survey and of the decision of long-standing disputes and uncertainties, which form an equally important part of settlement proceedings, are fully appreciated.

(2) FOREST DEPARTMENT.

1. The Chief Conservator of Forests is the head of the Forest Department. The post was created in 1906, with the primary object of providing the local Government with a technical adviser. Prior to that year each of the three Conservators was the head of department for his circle and still possesses some powers in that capacity. Latterly, however, the position of Chief Conservator as technical adviser has evolved into that of a full head of department co-ordinating and controlling the work of the Conservators and subordinate staff.

2. Statement I attached shows the receipts, expenditure and surplus revenue of the department. The surplus fluctuates considerably with variations in local economic conditions as the bulk of the forest revenue is derived from residents of the province. Over a period of years the surplus has definitely increased, but the net result of the working of the department cannot be arrived at as the accounts are not maintained on a commercial basis.

3. The department has come in for considerable criticism in the Legislative Council and the following cuts have been carried in the Forest demand :—

Year.		Rs.	
1921-22	...	1,50,000	Provision for a Saw Mill at Allapilli. The Mill was in consequence not obtained until a later year.
		20,000	Forest Department staff. The general argument of retrenchment was advanced. The effect on the department was negligible.
1922-23	...	18,000	On account of revision of pay of the Provincial Service.
		20,000	On account of revision of pay of the Subordinate Service. As a result revision had to be postponed in each case.
1923-24	...	25,800	Establishment of the Chief Conservator of Forests—the reduction of the demand for establishment represented a demand for the abolition of the post of Chief Conservator, provision for which being non-voted could not be attacked. The cut was restored.
		7,000	Provision for elephants. This reduction was accepted by Government.
		10,000	Allowances—the allowances particularly attacked were the fixed travelling allowances of Conservators and the special allowances of officers on special duty, such as Lac Research. The effect was negligible.
1924-25	...	...	The whole demand was thrown out in common with other departments, but forest policy did not come in for particular criticism and the demand was restored.
1925-26 and 1926-27	...	...	No cuts were carried.
1927-28	...	...	In this year the Forest Department was subjected to prolonged and searching criticism and four cuts were carried :—
		100	A token cut on the general policy of the department.
		19,250	General direction.
		62,017	Departmental operations.
		25,000	Countersigned contingencies

The principal allegations were :—

- (1) Grazing rates and rules are too severe.
- (2) Departmental working of the forests is unprofitable.
- (3) The post of Chief Conservator is superfluous.
- (4) The expenditure of the department continues to increase without a corresponding return.
- (5) The department has no afforestation policy.

The amount of Rs. 19,250 under General Direction was restored by certification. Of the last two amounts, Rs. 56,000 was subsequently obtained by supplementary grants, but operations for the improvement of the forests had to be considerably curtailed. It may be stated also, as a general proposition with regard to all cuts, that a supplementary demand voted in January cannot be utilized to the greatest profit in the short period of the year remaining, as the bulk of the capital expenditure is carried out by the direct agency of the departmental subordinates and not through contractors. In spite of these cuts, expenditure approved by the Council has considerably increased in the last two years, chiefly by reason of the use of the Provincial Loan Fund for the construction of forest communications.

4. In August 1927, the Council carried a resolution recommending the appointment of a committee to enquire into the working of the department. The local Government has agreed to appoint a committee after the labours of the Irrigation Committee have been completed. With regard to nearly all the main criticisms of the department the official and non-official views have not been reconciled. With regard to grazing rates, Statement II shows that the number of cattle-grazing in reserved forests has increased by nearly 4 lakhs in the last nine years. In spite of the fact that all prices have risen since most of the grazing rates were fixed, the rate levied per animal is practically unaltered. The official view is that there is a case for an increase of rates, but specific proposals placed before the standing committee are rejected by the non-official members. Similarly, the official view inclines to an expansion rather than contraction of departmental operations.

5. Another charge that has been made on several occasions is that the forest subordinates are corrupt and oppress the villagers. Special mention is made of the harassment caused by prosecutions for petty offences, such as the trespass of cattle across the boundary of reserved forest. The statement of forest offences (Statement III) shows a steady increase which the department claims to be a sign of improved organization. In 1921-22, political agitation seriously affected the department in South Raipur. Organized thefts of forest produce occurred, and in several divisions there was an epidemic of forest fires, some of which were proved to be, and others believed to be, intentional.

6. Underlying all these differences on matters of forest policy between the departmental and the popular view is the essential fact that the restrictions necessary to the conservation of forest wealth connote a limitation of its immediate enjoyment by the people. That limitation is of comparatively recent origin, and public opinion has not learnt to appreciate its necessity. It has also become increasingly irksome as the expansion of population, both human and animal, has steadily decreased the forest area and multiplied the pressure upon what remains. It is, therefore, humanly speaking, inevitable, that the popular representatives in the Council should throw all their weight in the scale against a restrictive policy. The effect so far has been felt only in matters of detail, such as grazing settlements, or privileges granted at the time of revision of Forest Working Plans. Even so large areas of Government forest in the west of the province have deteriorated beyond hope of recovery, and the process must inevitably be accelerated unless Government continues to resist popular opinion or that opinion itself materially changes.

7. Statement IV shows the strength of the staff from year to year. The lower ranks have been greatly increased whilst the upper ranks remain unchanged. The increase in the provincial and subordinate ranks has passed

unchallenged by the Legislative Council which has, on the other hand, demanded the abolition of the post of Chief Conservator and of at least one Conservator.

8. The control exercised by the Government of India over the Imperial Forest Service is greater than over the other Imperial Services. Rule VIII of the Civil Services Classification Rules authorizes the local Government to promote officers of an all-India service to any post borne on the provincial cadre of that service, provided that the prior approval of the Governor General in Council is required to appointments to the posts of Chief Conservator and Conservators of Forests. So far as the post of Chief Conservator is concerned the rule has presented no difficulty in working. Three out of the last four Chief Conservators have been selected by the local Government from outside the province, and the selection has been approved by the Governor General in Council. As regards Conservators the rule, as it stands, does not express the real position. Twice recently Conservators have been posted to the province by the Government of India without the previous knowledge and against the wishes of the local Government. In the second case the local Government protested, and was informed that each province must take its share of senior officers. In effect, therefore, the reservation by the Government of India of the power of approving a selection of the local Government has extended far beyond an expression of approval or disapproval of a choice made by the local Government to a choice made by the Government of India and communicated to the local Government. It is true that the officers thus assigned to the province have been selected in some other province in the first instance for appointment to the post of Conservator. But local experience is so valuable a part of the qualifications of a Conservator that officers, and particularly senior officers on the verge of retirement, transferred to a province in which they have never hitherto served, lose much of their value to the department.

FOREST DEPARTMENT.

STATEMENT I.—Receipts, Expenditure and Surplus Revenue.

[Referred to in paragraph 2 on page 117.]

1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	Remarks.
1	2	3	4	5	6	7	8	9
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
RECEIPTS.								
45,52,918	38,43,876	41,33,693	47,60,115	51,04,930	52,32,633	49,86,869	53,21,376	
EXPENDITURE.								
23,90,753	21,31,795	27,15,821	30,32,748	30,15,143	31,13,045	35,08,946	37,41,394	
SURPLUS REVENUE.								
21,62,165	*17,12,081	14,17,872	17,27,367	20,89,787	21,19,588	14,77,923	15,79,982	*Nine months.

FOREST DEPARTMENT.

STATEMENT II.—Statement of grazing in Reserved Forests.

[Referred to in paragraph 4 on page 118.]

Year.	Total area of Government forests in square miles.	Total area open to grazing.	Total number of cattle (live-stock) grazed.	Average fees realized per head.	Remarks.
1	2	3	4	5	6
				Rs. a. p.	
1918-19	19,645	16,285	3,244,709	0 6 2	
1919-20	19,645	16,396	3,203,759	0 6 3	
1920-21	*19,814	16,729	3,156,406	0 6 4	*Includes 174 square miles of leased forest.
1921-22	*19,792	16,564	2,853,174	0 6 0	Do.
1922-23	*19,785	16,364	3,151,319	0 6 1	Do.
1923-24	*19,680	16,234	3,388,833	0 6 1	Do.
1924-25	*19,671	16,289	3,529,527	0 6 4	Do.
1925-26	*19,677	16,419	3,526,621	0 6 3	Do.
1926-27	*19,657	16,467	3,637,641	0 6 4	Do.

FOREST DEPARTMENT.

STATEMENT III.—Statement of Forest Offences.

[Referred to in paragraph 5 on page 124.]

Year.	Injury to forest by fire.	Unauthor-ized felling.	Unauthor-ized grazing.	Other offences.	Total.	Remarks.
1	2	3	4	5	6	7
1918-19	215	4,463	6,087	565	11,330	
1919-20	416	4,917	6,954	606	12,893	
1920-21	361	3,282	5,017	491	9,151	(Figures for nine months.)
1921-22	574	6,307	3,420	558	12,859	
1922-23	555	6,112	6,268	713	13,648	
1923-24	631	6,734	6,977	854	15,196	
1924-25	603	7,486	7,585	928	16,602	
1925-26	543	8,128	8,116	1,131	17,988	
1926-27	396	8,687	10,029	1,240	20,352	

(3) PUBLIC WORKS DEPARTMENT.

(IRRIGATION BRANCH)

The construction of State irrigation works in the Central Provinces dates from 1902 when, as the result of certain advance recommendations made by the Irrigation Commission (1901-03) to the Government of India, sanction was given to the estimates of six works, the cost of which aggregated over Rs. 184 lakhs. Prior to this, though no State works had been completed, some work had been done on the construction of certain tanks during the famine relief operations of 1899-1900.

The main recommendation of the Irrigation Commission in its final report, so far as the Central Provinces were concerned, was that a sum of Rs. 300 lakhs should be expended during the next 20 years on the construction of works for which capital accounts would be maintained, and which it was anticipated would protect about 450,000 acres. Of this sum it was proposed that at least Rs. 50 lakhs should be expended on experimental works. The Commission did not anticipate that the works that might be constructed would prove productive and, in fact, it stated that even when, in course of time, the advantages of protection were fully recognized and paid for it was doubtful whether the net revenue derived from the works would yield a return of much more than one per cent of their capital cost, because protection itself was so seldom needed.

It is now some 25 years since the report of the Irrigation Commission was published and during this period the construction of State irrigation works has been carried on energetically. Up to the end of 1926-27 a sum of Rs. 5.68 crores had been expended on capital works while a sum of Rs. 4.64 lakhs had been expended from Revenue on works for which capital accounts are not maintained. The area assessed, which in 1924-25 had risen to 470,000 acres, was only 423,000 acres in 1926-27, but some of the works that have been completed are not by any means fully developed while a number of them are not yet completed.

In order to complete the capital works that have been sanctioned a total expenditure of Rs. 6.12 crores is contemplated; while the total expenditure anticipated on non-capital works already sanctioned is Rs. 55.83 lakhs. When all works that have been sanctioned are completed and fully developed, they should irrigate an area of about 820,000 acres.

The total revenue of the year had in 1926-27 risen to Rs. 12,90,914; of which Rs. 11,31,456 was obtained from capital works. The cost of maintenance of the capital works was Rs. 11,92,690 so that the revenue does not at present suffice to cover the cost of working expenses, and the return of one per cent, which the Irrigation Commission considered might be obtained from these works, has not yet been secured.

2. The head of the department is the Chief Engineer for Irrigation who is also Secretary in the department. This branch of the Public Works Department was separated from the Buildings and Roads branch in 1920 and since then the cadres of each department have been kept entirely distinct, except that in 1922 the Chief Engineer for Irrigation was appointed from the Buildings and Roads branch. The activities of the department had reached their maximum before the Reforms and since the Reforms the personnel has remained practically stationary. Demands have been voiced in the Legislative Council both for reduction of staff, and in particular of the number of Superintending Engineers, and for amalgamation of the Irrigation branch with the Buildings and Roads branch. It has not been practicable to comply with the latter demand, but one Superintending Engineer's circle and four divisions have been abolished. An important change that has taken place has been the disappearance of Temporary Engineers. In 1922 the Secretary of State accorded sanction to the conditions proposed by the Government of India under which the services of Temporary Engineers could hereafter be retained by their absorption in the Provincial Engineering Service or terminated. The local Government, after some correspondence with the Government of India, commenced the application of these conditions in 1923 and as a result the employment of Temporary Engineers has now entirely ceased.

3. Statement I shows the receipts and expenditure of the department throughout the period of the Reforms. The policy of Government which has been echoed in the Legislative Council has been to stabilize rather than to expand the activities of the department. The Legislative Council has, in fact, gone further and pressed for reduction and, pending the report of the Irrigation Committee appointed by Government in June 1927, no new works are being undertaken. Receipts have not been directly affected by the Reforms, but they have, to some extent, been affected by political agitation; while the growing independence of the tenantry, which has been largely stimulated by the extension of the franchise, has aroused some opposition on the part of malguzars to the execution of irrigation agreements. The following extract from a local paper throws light on the subject :—

“On Sunday last a meeting of the leading malguzars in the district was held for the purpose of starting a counter-organization with a view to checkmate the activities of the tenants who are becoming increasingly assertive of their rights and clamouring for increasing facilities for Primary Education, Village Panchayat, Medical Relief, Water-supply, etc.”

This meeting took place during March 1928 in the Balaghat district where irrigation is an important factor. Malguzars find that the economic independence, which slowly follows in the train of irrigation not only affects their general power of dominating the tenantry but also decreases the supply of labour available for them. In consequence they sometimes throw all their weight against the execution of irrigation agreements. Recently a malguzar, who is a member of the Legislative Council, refused to sign an agreement after all his tenants had signed it and he himself had previously agreed to do so. An analysis of the number of villages in which agreements have been executed under the Wainganga and Mahanadi canals, two of the largest irrigation projects in the province, shows that only 23 per cent of villages in which malguzars possess more than 25 per cent of the land affected have signed agreements against 38 per cent of villages where the malguzari holding is less. The conclusion sought to be drawn is that the receipts of the department would be better if it dealt solely with bodies of tenants, and that the malguzari tenure results in opposition to irrigation on extraneous grounds with which the department has no concern. As malguzars preponderate in the Legislative Council, the opinions expressed and the influence exercised by that body are apt to be one-sided.

4. Since the introduction of the Reforms the Legislative Council has reduced the budget demand of the department on three occasions only. The cuts passed were as follows :—

Year.			Rs.
1921-22	...	...	63,000
1922-23	...	...	4,00,000
1927-28	...	...	1,90,000

All these reductions were moved by members from Berar, where, as has been mentioned elsewhere, no irrigation works are undertaken. In fact, not only the Berar members but a number of members from the Central Provinces represent areas in which the activities of the Irrigation Department are either absolutely unknown or negligible. The opposition to the expenditure of the department must be partly ascribed to this cause, especially in the case of expenditure debitable to the Famine Insurance Fund which, under the Sim formula, is not divisible between Berar and the Central Provinces, and from which the areas, which do not benefit from irrigation, can obtain funds in times of scarcity or famine.

The cut of Rs. 63,000 in 1921-22 was made under the head of “Construction of Irrigation Works” financed from the Famine Insurance Fund and was chiefly justified by the necessity for economy. It was suggested that the establishments of the two branches of the Public Works Department, Irrigation and Buildings and Roads, could be combined. The suggestion has not been accepted by Government and the effect of the cut on the department was slight.

The cut of Rs. 4 lakhs in 1922-23 was made against Irrigation charged to Revenue. Again the principal ground for the reduction was economy, but the efficiency of the department was also criticized. Out of the amount cut, Rs. 2,16,000 was restored by certification.

The cut of Rs. 1,90,000 in 1927-28 was directed against expenditure on irrigation from the Famine Insurance grant. The mover desired that this expenditure should be financed from other sources and that the Famine Insurance Fund should be allowed to accumulate up to the maximum limit fixed. The reduction was partly met by a supplementary grant of Rs. 70,500, but these last two cuts caused considerable inconvenience to the department as work on some of the works in progress, for which the provision was thus reduced, had to be continued.

In addition, the whole demand was thrown out in 1924, but the administration of the department was not affected owing to the exercise by the Governor of the power of certification.

5. The financial aspect of irrigation in the province was, at the time of the provincial settlement, materially affected by the decision that interest on sums advanced for expenditure on irrigation works prior to the Reforms should be payable to the Government of India in respect not only of productive but also of protective works. The total interest payable annually exceeds Rs. 14 lakhs. On several occasions the Legislative Council has characterized this payment as inequitable and the local Government has protested against it. In 1922 the Finance Member of the Government of India agreed that the matter ought to be reconsidered as soon as the provincial contributions had been abolished.

Since the Reforms the works which were sanctioned as productive have been reclassified in the light of further experience of their working as unproductive and there are no works in the province, whether constructed before or after the Reforms, which are now classified as productive. In fact, therefore, although part of the interest paid to the Government of India is nominally on account of productive irrigation, the province neither obtains nor is likely to obtain in the future, a return on any of the works equivalent to the interest paid by the Provincial Government to the Government of India.

6. Only one piece of legislation affecting the department has been placed before the Legislative Council. This is the Central Provinces Canal Management (Amendment) Act, 1923. The object of this legislation was to make it possible to obtain agreements for the construction of water-courses when the occupiers of 80 per cent of the area affected agreed thereto. The Bill was placed before the standing committee and unanimously approved in 1922, and in 1923 it passed the Council in a single day.

A Central Provinces Irrigation Bill has been under consideration for over four years and has been placed before the standing committee on five occasions. On the last occasion the standing committee agreed to the draft and it is now about to be submitted for preliminary sanction to the Government of India. At present irrigation is regulated by the Northern India Canal and Drainage Act as amended by two small local Acts. Conditions in the north of India to which that Act is primarily intended to apply differ greatly from those prevailing in this province and it has long been evident that a local Act is required.

7. The standing committee of the department, during the life of the first two Councils included three or four non-official members of the Legislative Council and two outside members from the areas most affected by irrigation and not represented in the Legislative Council by persons acquainted with the problems of irrigation. During 1926-27 the committee was in abeyance. It was reconstituted in August 1927 like other committees with three members nominated by Government and six non-official members of the Legislative Council nominated on the advice of the President. A number of important matters including the Canal Management Bill, Central Provinces Irrigation Bill, several proposals involving heavy expenditure, questions of agreements and rates, and proposals for the revision of the powers

and pay of the staff have been placed before the committee. The committee has offered useful criticism on the matters placed before it and has not been in any way obstructive on political grounds. The value of the committee in familiarizing non-official members of the Council with the internal administration of the department has been even greater.

In addition to the standing committee, an *ad hoc* committee known as the Irrigation Committee has also been appointed. From the year 1925 onwards, and particularly in 1927, resolutions have been tabled in the Legislative Council demanding the appointment of a committee to investigate the work of the Irrigation Department with reference both to the financial problems of irrigation and the alleged grievances of agriculturists. Finally in 1927 nine members of the Council gave notice of resolutions on the subject, and in the March session a member gave notice of a token cut of one rupee from the demand for irrigation works charged to revenue with the obvious intention of reinforcing the demand for a committee of inquiry.

Before the discussion of the demand the local Government decided to accede to the wishes of the House and to appoint a committee, and when this was announced during the discussion of the demand for irrigation the token cut was withdrawn. A committee was appointed in June 1927, consisting of the Hon'ble the Revenue Member, the Hon'ble Minister for Education, the Chief Engineer for Irrigation and six non-official members of the Legislative Council. Of these latter, three were drawn from the Chhattisgarh Division, where irrigation is most important, and one each from the Berar, Nagpur and Jabalpur Divisions. The committee has been charged with wide terms of reference. It is required especially to report on the present methods of administration and management of State irrigation works, to recommend in what parts of the province the construction of new works is desirable and to state by what standards their suitability for construction should be judged. Its inquiries are nearing completion, but its report is not expected for some months.

The progress of the department may be judged partly from the figures of non-recurring expenditure contained in Statement I, which marks the additions made to the total of irrigation works in the province from year to year, and partly from Statement II which gives statistics of the areas commanded and irrigated, respectively, and the incidence of irrigation revenue.

At the present moment, pending the receipt of the report of the Irrigation Committee, no new works are being undertaken although such improvements to existing works as are considered necessary are being made, and the construction of works that were previously sanctioned is being continued. Since 1922-23 working expenses (columns 8 to 11 of Statement I) show little variation, but considerable improvement has been effected in the standard of maintenance. The figures of revenue are misleading, as those of 1921-22 are complicated by arrears of collection. In 1921-22 a sum of over Rs. 55 lakhs was outstanding at the close of that year. During the year 1922-23 the instructions for assessment and collection were completely revised and partly as a result thereof and partly on account of the improvement in agricultural conditions the arrears were reduced in that year to a little over Rs. 25 lakhs, and by the end of 1926-27 to less than Rs. 1 lakh. There has been a steady expansion of revenue, but as may be seen from Statement I this has been due mainly to the gradual increase of rates charged under irrigation agreements rather than to the expansion of the area actually irrigated.

The work of irrigation Panchayats may be briefly mentioned, as evidence of the extent to which the people have developed a sense of co-operation, responsibility and capacity for local administration. These Panchayats are composed entirely of the village officials and village elders. One of their chief duties is to collect irrigation revenue, but they also have to take steps for improving the arrangements for irrigation within their localities by controlling the distribution of water, arranging for the construction of subsidiary channels, and preventing damage to irrigation works. So far as the collection of irrigation revenue has been concerned their work may be regarded as satisfactory as they collect about 90 per cent of the

revenue. For this they receive a commission and their activity is further stimulated by the constant supervision of the officials of the department during the collection season.

In all other respects the Panchayats have shown little initiative, or power of control. On one canal in Chhattisgarh a system of control of the distribution of water by paid village servants has been organized in a limited number of villages. In other villages in the same area the tenants undertake in turn responsibility for distribution. But in regard to the construction of water courses nothing has been done although the Act which widened the power of compulsion for this purpose was passed five years ago. Nor are panchayats as useful in preventing damage to irrigation works as they should be whilst where damage has been caused they generally fail to give adequate assistance in securing evidence against the offenders.

11. In addition to the control exercised over the all-India Services the Secretary of State also requires that estimates of irrigation projects the cost of which (works only) exceeds Rs. 50 lakhs shall be submitted for his approval. No such projects have been framed since the Reforms, but a proposal to revise the calculations on which a project, sanctioned by the Secretary of State before the Reforms had been based, was submitted through the Government of India for sanction in 1915. The Government of India approved of the proposal and started that the sanction of the Secretary of State was not necessary.

The Government of India have, in practice, exercised no control. A local Government may apply to the Government of India for the constitution of a Board to consider any project which it is desired to submit for their advice. Such a Board consists of the Consulting Engineer to the Government of India and certain selected provincial Chief Engineers. The utility of this arrangement turns on the appointment of a senior officer with practical experience of irrigation to the post of Consulting Engineer. The local Government has not applied for a Board for any project.

Year	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	2051	2052	2053	2054	2055	2056	2057	2058	2059	2060	2061	2062	2063	2064	2065	2066	2067	2068	2069	2070	2071	2072	2073	2074	2075	2076	2077	2078	2079	2080	2081	2082	2083	2084	2085	2086	2087	2088	2089	2090	2091	2092	2093	2094	2095	2096	2097	2098	2099	2100	2101	2102	2103	2104	2105	2106	2107	2108	2109	2110	2111	2112	2113	2114	2115	2116	2117	2118	2119	2120	2121	2122	2123	2124	2125	2126	2127	2128	2129	2130	2131	2132	2133	2134	2135	2136	2137	2138	2139	2140	2141	2142	2143	2144	2145	2146	2147	2148	2149	2150	2151	2152	2153	2154	2155	2156	2157	2158	2159	2160	2161	2162	2163	2164	2165	2166	2167	2168	2169	2170	2171	2172	2173	2174	2175	2176	2177	2178	2179	2180	2181	2182	2183	2184	2185	2186	2187	2188	2189	2190	2191	2192	2193	2194	2195	2196	2197	2198	2199	2200	2201	2202	2203	2204	2205	2206	2207	2208	2209	2210	2211	2212	2213	2214	2215	2216	2217	2218	2219	2220	2221	2222	2223	2224	2225	2226	2227	2228	2229	2230	2231	2232	2233	2234	2235	2236	2237	2238	2239	2240	2241	2242	2243	2244	2245	2246	2247	2248	2249	2250	2251	2252	2253	2254	2255	2256	2257	2258	2259	2260	2261	2262	2263	2264	2265	2266	2267	2268	2269	2270	2271	2272	2273	2274	2275	2276	2277	2278	2279	2280	2281	2282	2283	2284	2285	2286	2287	2288	2289	2290	2291	2292	2293	2294	2295	2296	2297	2298	2299	2300	2301	2302	2303	2304	2305	2306	2307	2308	2309	2310	2311	2312	2313	2314	2315	2316	2317	2318	2319	2320	2321	2322	2323	2324	2325	2326	2327	2328	2329	2330	2331	2332	2333	2334	2335	2336	2337	2338	2339	2340	2341	2342	2343	2344	2345	2346	2347	2348	2349	2350	2351	2352	2353	2354	2355	2356	2357	2358	2359	2360	2361	2362	2363	2364	2365	2366	2367	2368	2369	2370	2371	2372	2373	2374	2375	2376	2377	2378	2379	2380	2381	2382	2383	2384	2385	2386	2387	2388	2389	2390	2391	2392	2393	2394	2395	2396	2397	2398	2399	2400	2401	2402	2403	2404	2405	2406	2407	2408	2409	2410	2411	2412	2413	2414	2415	2416	2417	2418	2419	2420	2421	2422	2423	2424	2425	2426	2427	2428	2429	2430	2431	2432	2433	2434	2435	2436	2437	2438	2439	2440	2441	2442	2443	2444	2445	2446	2447	2448	2449	2450	2451	2452	2453	2454	2455	2456	2457	2458	2459	2460	2461	2462	2463	2464	2465	2466	2467	2468	2469	2470	2471	2472	2473	2474	2475	2476	2477	2478	2479	2480	2481	2482	2483	2484	2485	2486	2487	2488	2489	2490	2491	2492	2493	2494	2495	2496	2497	2498	2499	2500	2501	2502	2503	2504	2505	2506	2507	2508	2509	2510	2511	2512	2513	2514	2515	2516	2517	2518	2519	2520	2521	2522	2523	2524	2525	2526	2527	2528	2529	2530	2531	2532	2533	2534	2535	2536	2537	2538	2539	2540	2541	2542	2543	2544	2545	2546	2547	2548	2549	2550	2551	2552	2553	2554	2555	2556	2557	2558	2559	2560	2561	2562	2563	2564	2565	2566	2567	2568	2569	2570	2571	2572	2573	2574	2575	2576	2577	2578	2579	2580	2581	2582	2583	2584	2585	2586	2587	2588	2589	2590	2591	2592	2593	2594	2595	2596	2597	2598	2599	2600	2601	2602	2603	2604	2605	2606	2607	2608	2609	2610	2611	2612	2613	2614	2615	2616	2617	2618	2619	2620	2621	2622	2623	2624	2625	2626	2627	2628	2629	2630	2631	2632	2633	2634	2635	2636	2637	2638	2639	2640	2641	2642	2643	2644	2645	2646	2647	2648	2649	2650	2651	2652	2653	2654	2655	2656	2657	2658	2659	2660	2661	2662	2663	2664	2665	2666	2667	2668	2669	2670	2671	2672	2673	2674	2675	2676	2677	2678	2679	2680	2681	2682	2683	2684	2685	2686	2687	2688	2689	2690	2691	2692	2693	2694	2695	2696	2697	2698	2699	2700	2701	2702	2703	2704	2705	2706	2707	2708	2709	2710	2711	2712	2713	2714	2715	2716	2717	2718	2719	2720	2721	2722	2723	2724	2725	2726	2727	2728	2729	2730	2731	2732	2733	2734	2735	2736	2737	2738	2739	2740	2741	2742	2743	2744	2745	2746	2747	2748	2749	2750	2751	2752	2753	2754	2755	2756	2757	2758	2759	2760	2761	2762	2763	2764	2765	2766	2767	2768	2769	2770	2771	2772	2773	2774	2775	2776	2777	2778	2779	2780	2781	2782	2783	2784	2785	2786	2787	2788	2789	2790	2791	2792	2793	2794	2795	2796	2797	2798	2799	2800	2801	2802	2803	2804	2805	2806	2807	2808	2809	2810	2811	2812	2813	2814	2815	2816	2817	2818	2819	2820	2821	2822	2823	2824	2825	2826	2827	2828	2829	2830	2831	2832	2833	2834	2835	2836	2837	2838	2839	2840	2841	2842	2843	2844	2845	2846	2847	2848	2849	2850	2851	2852	2853	2854	2855	2856	2857	2858	2859	2860	2861	2862	2863	2864	2865	2866	2867	2868	2869	2870	2871	2872	2873	2874	2875	2876	2877	2878	2879	2880	2881	2882	2883	2884	2885	2886	2887	2888	2889	2890	2891	2892	2893	2894	2895	2896	2897	2898	2899	2900	2901	2902	2903	2904	2905	2906	2907	2908	2909	2910	2911	2912	2913	2914	2915	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PUBLIC WORKS DEPARTMENT (IRRIGATION BRANCH).

STATEMENT NO. I—Showing non-recurring and recurring expenditure on State Irrigation Works up to the year 1926-27 and receipts from them.

[Referred to paragraphs 3 and 9 on pages 124 and 126.]

Year.	(a)					(b) (i)				(b) (ii)				
	Non-recurring expenditure.					Recurring expenditure.				Receipts.				
	Capital works.					Working expenses of capital works.				Gross revenue from capital works.				
	Unproductive works.		Total.		Non-capital works (old) 43. 15-A '12).	XIII-A (2) Unproductive.		Total.		Working expenses of non-capital works (only works outlay).	XIII-A (2) Unproductive.		Total.	
	Productive (old) 49. 55-A (1).	Productive (old) 35. 55-A (2).	Minor works (old) 43. 55-A (2).	Total.		XIII-A (1) Productive.	XIII-A (2) Unproductive.	Total.			XIII-A (1) Productive.	XIII-A (2) Unproductive.	Total.	Gross revenue from non-capital works XIX-A (2).
1	2	3	4	5	6	8	9	10	11	12	13	14	15	16
Up to end of 1920-21.	Rs. 1,58,72,646	Rs. 2,13,39,652	Rs. 18,13,726	Rs. 3,90,26,024	Rs. 40,99,751	Rs. 4,31,25,775	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...
Deduct—Adjustment on account of reclassification of works.	—16,93,133	2,31,53,378 † 16,93,133	—10,51,136	...	10,51,136	...	...	...	...	...	...	...	...	...
1921-22	1,41,79,513	2,37,90,375	...	3,79,74,888	51,50,887	4,31,25,775	3,67,148	4,86,145	8,53,293	5,777	1,67,448	3,10,223	4,77,671	94,025
1922-23	17,97,612	16,34,518	...	34,32,130	31,267†	...	4,48,549	5,93,036	10,41,585	69,444	4,85,877	6,18,634	11,04,511	1,22,139
1923-24	14,32,287	14,66,527	...	29,98,814	24,995†	...	4,47,255	5,62,575	10,09,830	71,108	5,15,864	5,21,605	10,37,469	1,22,650
1924-25	7,58,883	15,53,096	...	23,11,979	68,553†	...	4,78,912	4,87,516	9,66,428	71,050	3,54,227	5,77,957	9,32,184	1,35,163
1925-26	5,34,132	20,21,400	...	25,55,532	98,951†	...	5,09,733	5,33,645	10,43,378	73,393	3,97,332	6,04,347	10,01,679	1,24,993
1926-27	6,47,681	22,80,101	...	39,27,785	55,114†	...	1,13,171	9,85,766	10,98,937	45,963	2,03,814	9,27,642	11,31,456	1,34,198
	65,072	* 2,64,14,425	...	27,06,497	90,433†	...	...	...	...	...	...	...	...	1,59,458
				1,68,32,737										12,90,914

* Includes expenditure on Mahanadi Canal which has been transferred to unproductive class.

† Only work outlay Rs 5,48,07,625

At per administrative accounts Rs. 5,48,38,224

PUBLIC WORKS DEPARTMENT (IRRIGATION BRANCH).

STATEMENT No. II.—Showing area commanded and area irrigated by State Irrigation Works and Incidence of revenue per acre irrigated.

[Referred to in paragraph 9 on page 126.]

Year.	Area commanded and area irrigated																Incidence of revenue per acre irrigated.																																																																																																																																																																																																																																																																																														
	Productive works.				Unproductive works.				Total capital works.				Non-capital works.				Grand total.				Capital works.		Non-capital works	Total.																																																																																																																																																																																																																																																																																							
	Culturable area commanded.	Area irrigated.		Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.			Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	Culturable area commanded.	Rice.	All crops including rice.	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* The decrease in the figures is due to the transfer of the Mahanadi Canal Project from the productive to the unproductive class.

(4) GENERAL ADMINISTRATION DEPARTMENT (RESERVED).

1. The General Administration Department exists as a department only in the Secretariat and does not constitute a separate department under a head of department. It does, however, constitute a separate demand in the budget with the following heads :—

- A.—Heads of Provinces and Executive Councils.
- B.—Legislative Bodies.
- C.—Secretariat and Headquarters Establishment.
- D.—Commissioners.
- E.—District Administration.
- F.—Miscellaneous.

The demand under the head of General Administration is heavier than any other single head with the exception of Public Works (Transferred) and accounts for approximately 10 per cent of the provincial expenditure; and as it includes expenditure for the maintenance of the whole civil executive administration from the Governor downwards, it offers the widest possible scope for criticism of the policy of the executive government. In this note it is not proposed to discuss Part B of the budget demand relating to legislative bodies as these have been sufficiently examined elsewhere. Other matters which fall under the head of General Administration and have been criticized thereunder in the Legislative Council will also only be cursorily mentioned if they have been adequately dealt with either in the administrative records of particular departments or elsewhere in this memorandum.

2. The demand has been reduced by the Legislative Council as follows, omitting cuts relating to the Legislative Council :—

Year.		Rs.	
1922-23	...	12,000	Salary of the Personal Assistant to the Commissioner of Berar. As a result the post of Personal Assistant was abolished.
		3,600	Lump reduction against three Deputy Commissioners (voted). It was suggested that these Deputy Commissioners, who were promoted officers of the Provincial Service, might forego the increments in their salaries accruing during the year as a contribution to the depleted finances of Government.
		75,000	Against Extra-Assistant Commissioners. A reduction in the number of posts was urged.
1923-24	...	20,000	Lump reduction on the score of economy against district establishment. It was suggested that Sub-divisional Officers were unnecessary and might be abolished.
1925-26	...	500	Travelling allowance of Executive Councillors. This cut was carried as a censure on the Hon'ble the Home Member for having toured in Berar for the purpose of undertaking propaganda work in connection with the Swarajists' programme.
		1,66,000	Against the establishment of Commissioners, expressing the oft-repeated opinion of the Council that the posts of Commissioners should be abolished.
		4,02,300	Under the sub-head Jaglias and Mahars in Berar. This cut emphasised the opinion of the Council that the cess on agriculturists for the maintenance of Jaglias and Mahars should be reduced and the expenditure incurred thereon in excess of the proceeds of the cess met from provincial revenues.

Of these three cuts, the first two had no effect on the administration as the amount reduced under the head of Travelling Allowance was not substantial and Government did not agree to the abolition of Commissioners; and the amount reduced was restored by certification. The question of the Jaglia and Mahar cess which was raised by the third cut is one that has a lengthy history commencing from before the Reforms. Mahars are village servants who were formerly remunerated for their services by a cess based on the land revenue and paid in kind direct to them by the occupants of land. In collecting their dues they were aided by village officers. In the

pre-Reform Legislative Council and again in the first Council under the Reforms the Berar members repeatedly urged the abolition of this cess. Government never accepted the principle that the cost of these village servants should be made a burden on the provincial revenues, but in 1923, yielding to the pressure of educated opinion, it replaced the grain cess by a cash cess and at the same time greatly reduced the number of these village servants. The opportunity for further expression of the non-official opinion that the cost of maintaining Jaglias and Mahars should be borne by provincial revenues arose again in 1925 when the Berar Land Revenue Draft Code, in which the powers of Government in respect of this cess were defined, was placed before the Berar Legislative Committee. Government was defeated on this issue by the solid vote of the elected members of the committee; and the committee refused to alter its opinion when the Draft Code was resubmitted with the recommendations of the Governor General in Council for reconsideration. The Draft Code has been forwarded with the final recommendations of the local Government to the Government of India whose decision is now awaited.

Year.	Rs.	
1927-28 ...	1	Against Heads of Provinces. This cut was finally moved on the ground that the time allowed for the discussion of non-official business was insufficient. Other complaints were also ventilated in the discussion, and at the end it was uncertain exactly what the adverse vote indicated.
	1,42,699 and 1	Two cuts again for the abolition of Commissioners.
	1	Civil Secretariat travelling allowance. This reduction was moved against travelling allowances under head C.—Secretariat which is votable, as a protest against the removal under the orders of the Secretary of State of the tour expenses of Executive Councillors from voted to non-voted expenditure. The objection was in reality directed against the 1925 amendment of section 72-D of the Government of India Act under which this reclassification of expenditure was made and, therefore, did not properly concern the local Government.
	28,000	District Establishment. This cut embodied several standing complaints with regard to district administration— (1) the desirability on grounds of economy of reducing the number of districts; (2) abolition of Sub-divisional Officers; (3) separation of executive and judicial functions.
	25,000	General Establishment travelling allowance. This cut was moved without discussion after the fall of the guillotine.
	1,000	Lump reduction. This cut was made the basis for a general attack on the famine policy of Government in Berar. Sufficient funds were obtained by certification or supplementary demands to render the effect of these cuts negligible.
1928-29 ...	1	Civil Secretariat staff. This cut was moved to discuss the general policy of the administration during the year 1927-28. Mention was made of— (1) the inadequate time allotted for non-official Council business; (2) the stoppage of the practice of issuing <i>communiqués</i> regarding the action taken by Government on Council resolutions; (3) the constitution of selection committees for the provincial services; (4) the attitude of Government towards communal disturbances; (5) Indianization of the services.
	36,000 and 1,01,650	Again for the abolition of Commissioners.
	1,000	Lump reduction directed against the rates of travelling allowance of Government Officers, especially the rates for travelling by motor car.

Of these cuts the only one that had any effect was the last. Government has since proceeded to examine the rates of travelling allowance and the possibility of altering or reducing them, especially with reference to the use of motor cars by the higher grades of officers.

3. The question of reducing the number of districts which was referred to in the discussion of the budget in 1927-28 was first raised in a concrete form by the Retrenchment Committee in 1922. Before the appointment of the committee it had been suggested in the Legislative Council that all Commissioners could be abolished and the number of districts materially reduced. The Retrenchment Committee recommended the abolition of three districts as a means of economizing expenditure. The suggestion was carefully examined by Government and it was calculated that a saving of approximately Rs. 1 lakh only would result if this proposal were adopted. It was found, however, that there was considerable local opposition to abolition in the districts which would be abolished, and as the provincial finances improved the importance of effecting economy decreased. Government has all along held the view that a reduction in the number of districts would necessarily result in some loss of efficiency; and finally in the budget discussion in March 1928 a cut for the reduction of districts was withdrawn after it had been strongly opposed by a non-official member. It appears, therefore, that local objections to reduction have for the moment, at any rate, proved stronger than abstract theories of economic administration, and that the non-official element in the Council is beginning to recognize that there are two sides to the question.

4. The demand for the abolition of Commissioners has already been mentioned. It is a demand which has been voiced frequently in all three Councils both by means of resolutions and in budget discussions. The arguments always brought forward were that Commissioners were a link in the chain of administration unnecessarily interposed between the local Government and district officers, and they were frequently described as mere post offices. This argument has in the present Council been supplemented by another argument which perhaps reveals the real foundation of the objection to these officials. In the discussion of a resolution for the abolition of Commissioners in March 1927 a member said: "I think it is our first and foremost duty in this Council to ask the Government to abolish this institution not on other grounds but on this important ground that its retention goes against the entire policy of the Government of India as well as the policy enunciated by the British Parliament, that we must have progressive self-government." Again in March 1928 during the budget discussion of the cut of Rs. 1,01,650 mentioned above the mover said: "The retention of the Commissioners is not necessary after the Reforms, mainly because they do not fit in with them. I find from the proceedings of the Council that the Central Provinces Local Self-Government Act was recently amended with a view to divest the Commissioners of the powers vested in them by the Act on the ground that Commissioners were no longer needed." The statements reflect the feeling that the power and influence of Commissioners are an obstacle to popular control, particularly in the transferred departments.

Up till 1927 the local Government firmly resisted all attacks on Commissioners and the reductions made in the demand on account of their establishments were nullified by certification. In March 1927 when the subject was again debated in the course of discussion of the budget demand the Hon'ble the Revenue Member undertook, as a concession to public opinion as repeatedly expressed in the Council, that the local Government would recommend to the Government of India the abolition of the Commissionership of the Nerbudda Division provided that the resolution on the abolition of Commissioners was amended to a demand for the abolition of that one division, and that this reduction would be accepted by the Council as a settlement of the question at least for the term of the Council. When the resolution was moved later in the session, an amendment had been tabled reducing its scope to the abolition of "at least one of the posts of Commissioners", but it was withdrawn. The undertaking to recommend

the reduction of one Commissionership was, therefore, withdrawn as the condition on which it had been made had not been fulfilled. The Secretary of State has refused to consider the abolition of Commissioners as a general proposition, and has thus definitely upheld the position taken up by the local Government. In 1928 the first reduction of Rs. 36,000 against the establishment of Commissioners covered the establishment of one Commissioner only and was intended to express the opinion of the Council that half a loaf was better than no bread. But no indication was given that it was the Nerbudda Commissionership which the Council desired to abolish, and in any case the offer of the local Government had lapsed. No action was therefore taken upon it. Although non-official opinion is almost solid against the retention of Commissioners there is, in the present Council, some recognition of the fact that the large number of junior officers in charge of districts does afford some justification for supervision by a more experienced officer.

5. With regard to district administration, the activities of district officers and their subordinates are so multifarious and affect the people so directly that they afford almost innumerable subjects for criticism and discussion in the Legislative Council and it is impossible to gauge accurately the repercussion on district administration. The political activities of Deputy Commissioners have been definitely curtailed as a result of Council criticism. District Darbars have been abolished and the instructions for the counteraction of extremist activities have been cancelled. As regards particular incidents of a political nature, mention may be made of the Nagpur Flag agitation in 1923 when the action of the Deputy Commissioner, Nagpur, was condemned by the Legislative Council. In this case, however, the condemnation involve the Government as much as the district administration, as every step taken by the Deputy Commissioner throughout this prolonged agitation was approved by higher authority. Two incidents in the Narsinghpur and Raipur districts, respectively, where the district authorities interfered with meetings of a political character, were the subject of hotly-debated resolutions, and there can be no doubt that the attitude of district authorities towards political agitation has been, in the course of time, materially modified. Agitation which at the outset of the Reforms would almost certainly have resulted in prosecution now passes almost unnoticed. In the collection of land revenue little effect can be seen. The use of coercive processes is frequently queried in the Council, but has not formed the subject of general debate nor has the district administration been hampered by organized political agitation in this respect. Recently the Yeotmal District Association attempted to secure concessions in regard to land revenue due for 1927-28, but was unable to convince Government. In the Berar Legislative Committee opposition was manifested to the more severe methods of collecting land revenue, such as warrants of attachment and forfeiture of holdings, and it remains to be seen what effect this will have on the final structure of the Berar Land Revenue Draft Code. On more than one occasion resistance to the payment of land revenue has been stimulated by local politicians but nothing in the nature of collective "Satyagraha" has been attempted and the result has only been some delay in collection and the issue of more than the normal number of coercive processes.

Another matter in which district officers have been much criticized is the administration of the Arms Act. As a result of the pressure of public opinion Government has liberalized the instructions for the grant of gun licences. The practice of calling in guns in the hot weather has been discontinued; district officers are bound to grant licences to persons of a certain status unless exceptional reasons to the contrary exist; and arbitrary refusal to grant licences has been further guarded against by a provision for appeal. The effect has been a great increase in the number of gun licences granted.

Pressure has also been brought to bear by the Council to reduce the touring of district officers. For this there are several reasons. One is that the district officer tours for the purpose of acquiring a general knowledge

of his district and its people, and not solely for the disposal of definite matters pending before him. The value of such touring is not immediately obvious and if the officer seeks recreation on the way in the form of shikar he offers a good target for attack in the Council hall. In the early days of the Reforms the immobilization of the district officer was undoubtedly sought as a means of lessening his control. Finally there was the necessity at that time of rigid economy. The last argument only was accepted by Government and, in 1922, orders were issued for the curtailment of touring to a strict budget allotment. With the improvement in the provincial finances these orders were cancelled. The only other result has perhaps been more careful supervision by higher authority of the touring done by district officers. Indirectly the Reforms have affected touring, as the increase of work in all departments, and, in some districts, the threat of communal disturbances, have tended to tie the district officer more and more to his headquarters.

The Council has further tried to limit the power of district officers by pressing on Government the appointment of district advisory committees composed of non-officials who would advise on all matters of district administration. Court of Wards advisory committees have actually been appointed in some districts. Committees to recommend persons for appointment as honorary magistrates, or to advise on the suspension and remission of land revenue have also been recommended. In fact there is scarcely any activity of district officers in which non-official participation has not been demanded. Government has refused to permit responsibility to be formally devolved to non-statutory committees, but the pressure thus exercised has unquestionably resulted in the public being more and more consulted by executive officers than in the pre-Reform era.

With regard to the provincial executive service, little has been heard in the Legislative Council. The reduction of the number of Extra-Assistant Commissioners, and the abolition of Sub-divisional Officers were measures urged mainly on the ground of economy, and as these demands have not been reiterated it may be assumed that the Council is not dissatisfied with the composition of the provincial service. The constitution of the selection committee for the provincial service, which was brought into being since the Reforms, has been criticized and it has been urged that its scope should be extended to appointment to the service by promotion from the cadre of Tahsildars; but these criticisms are no reflection upon the service. That the utility of Sub-divisional Officers is now recognized is shown by the fact that in making out a case for the amalgamation of districts it has been argued that the place of the district officers, who disappear, could be effectively taken by Sub-divisional Officers.

6. The Secretariat has escaped criticism except for the demand that an Indian should be appointed as Secretary or Under Secretary. Government was at first unable to accede to this demand as there were for a time no Indians with the necessary experience or qualifications who were not already employed in equally responsible posts elsewhere. But since 1926 an Indian has been appointed as Revenue and later as Financial Secretary, and more than one Indian have been appointed to posts of Under Secretary. The demand of the Legislative Council for the Indianisation of the Secretariat has been strengthened since 1927 by the revival of the Ministry as the Ministers support the demand; and their influence must carry weight.

7. Lastly there is criticism of the Government as a whole, and of the head of the Government. Under the first head may be mentioned the long-standing complaint regarding the removal of the seat of Government twice a year to Pachmarhi. This complaint was voiced in the pre-Reform Council where a resolution was defeated by a narrow margin of three votes. In March 1921 the Reformed Council passed by the same margin of votes a resolution disapproving of the removal of the seat of the local Government to the hills every year, and of permission being given to certain officials to stay in the hills during the summer. Government explained that the utmost economy was practised and that the list of officers and their establishments, who were required to go to Pachmarhi, had been limited to the

minimum necessary for the functioning of Government; that heads of departments were not included in that list and did not draw travelling allowance for journeys to and from Pachmarhi; and that the total cost to Government of travelling allowances was only about Rs. 10,000 a year. Following this resolution and another resolution recommending the revision of the scales of allowances granted to establishments moved to Pachmarhi the local Government decided that heads of departments should, in future, be responsible for paying out of their own pockets all allowances payable to any establishments accompanying them to Pachmarhi. The list of heads of departments and others, such as Commissioners, permitted to visit Pachmarhi has always been rigorously guarded against encroachment, and in 1927 the head of the Veterinary Department, who had in practice been enjoying both seasons there, was restricted to a three months' visit only, the period of hot weather season.

The local Government has also definitely fixed the periods of each season. Formerly the first season extended from about the last week in March to the first week of July. Now it is fixed at April 1st to July 1st; and the second season has been curtailed from approximately two months to the period September 15th to the end of October.

The complaint about the Pachmarhi exodus has never been entirely forgotten and recurs periodically. But with the appointment of Ministers and the holding of meetings of select and other committees in Pachmarhi, non-officials have had greater opportunities of visiting Pachmarhi themselves and seeing the other side of the picture. In consequence complaints against the Pachmarhi exodus have tended to yield to complaints about the insufficiency of accommodation there for non-officials and even to concrete suggestions that accommodation should be extended and that a meeting of the Legislative Council there might be considered. Government has not tested the weight of opinion for and against Pachmarhi, respectively, by inclusion of expenditure on the provision of accommodation there in the Public Works Department demand, nor has it made any concession to the demand that the period spent by Government at Pachmarhi should be further curtailed.

As regards the head of the Government although Standing Order 26 (2) (iv) of the Legislative Council prohibits a member from reflecting upon the conduct of the Governor, members have on more than one occasion, particularly in the debate on the General Administration demand in March 1928, animadverted on the paucity of time allotted for the discussion of non-official business, on the shortness of the notice given for the Council session, and on the delay in assenting to amendments of the Standing Orders which had been passed by the Council. These are matters within the sole discretion of the Governor. So also is the question of appointing an Indian as Aide-de-Camp or Private Secretary, which was raised on a cut moved against the General Administration demand. It may not always be easy to draw the line between a recommendation or suggestion that the Governor should pursue a particular line of conduct and a reflection on a particular line of conduct that the Governor has pursued. The former may imply the latter. But it is difficult to avoid the conclusion that a reduction in the budget demand implies something more than a mere recommendation for the future.

The difficulty of avoiding reflection on the conduct of the Governor may be further exemplified by reference to the power of certification of expenditure vested in the Governor under section 72-D of the Government of India Act. The power of certification is an overriding power enabling the Governor to set aside the decision of the Legislative Council. Frequently the Council makes no comment on the exercise of this power. But when a reduction is made year after year, as for instance for the abolition of Commissioners, it is inevitable that members should refer to certification as a flouting of the wishes of the Council. No personal reflection upon the Governor is implied, nor in fact has there ever been a personal attack upon him. It is as the head of the executive, wielding extensive powers of control, that his conduct is criticized.

(5) FINANCE DEPARTMENT.

1. It has already been stated that the introduction of a large measure of provincial autonomy necessitated a complete revision of the financial arrangements between the Central and Provincial Governments. One of the main features of the change was the removal of control by the Central Government. The withdrawal of internal control over finance implied the substitution of effective control within the province, and this control is partly provided for by the Finance Department. The department is constituted and its functions regulated by the Devolution Rules. The Finance Member is in charge of the department and its responsibilities and duties may briefly be described as follows:—

It is responsible for the safety of the Famine Insurance Fund and for watching the local Government's balances, and its advice must be taken on all important questions of finance. It examines all taxation and borrowing proposals, prepares the budget, advises on all schemes for new expenditure; and it must be consulted before the grant of any loan or advance, other than those under the Land Improvement and Agriculturists' Loans Acts, is sanctioned, before variations are made in the emoluments of posts and before posts are created or abolished, or new rights, such as mineral, forest or water-power rights, or assignments of land revenue are created and before proposals are accepted involving either expenditure for which no provision has been made in the budget, or the abandonment of revenue. The assent of the Finance Department is, however, assumed to have been given to questions affecting posts, when budget provision exists, or the expenditure proposed is non-recurring and can be met by reappropriation within a grant between heads subordinate to a minor head, when the case does not involve the interpretation of a financial rule or a reference to the Government of India, and when the extra expenditure forms no part of any general scheme involving the creation of a new or the revision of an existing establishment. Its assent is also assumed in cases involving the creation of new rights, the abandonment of budgeted revenue or the incurring of unbudgeted expenditure, where such cases fall within the scope of departmental codes and rules or standing orders of the local Government, or, in the case of rights to water-power, if no financial consideration is involved: this is subject to the proviso that the Finance Department must be consulted before such standing rules or standing orders are amended. Finally, it ensures that audit irregularities are remedied, and it is its duty not only to lay the Audit and Appropriation Reports before the Public Accounts Committee, but also to bring to that Committee's notice all expenditure which has not been duly authorized and any financial irregularities. In order to enable the Finance Department to exercise its various functions, instructions have been drawn up by the local Government regulating its duties, and its relations with other departments.

2. Devolution Rule 37 (a).—Dealing with the functions of the department in the order in which they are given in the Devolution Rules, the first relates to loans. Apart from procedure which is dealt with in the instructions referred to above, it is only necessary to mention that in this province all loans have been obtained from the Government of India and the Provincial Loans Fund and they are utilized to meet capital expenditure on Irrigation and Forest works and generally to finance advances under the Land Improvement Loans Act and the Local Authorities Loans Act. The decision as to the amount of loan to be taken each year and the works to be financed against it is primarily arrived at in the Finance Department, and no difficulty has so far been experienced with the Government of India in obtaining such amounts as are required.

With the exception of disbursements against loans under the Local Authorities Loans Act, the expenditure on objects financed from loan funds is generally incurred in departments included in the portfolio of the Hon'ble Member, Revenue and Finance. So far as such departments are

but in regard to loans under the Local Authorities Loans Act, there have been cases in which the reports of the Finance Department have affected the decision arrived at by the administrative department.

3. Devolution Rule 38 (b).—Under the Devolution Rules the Finance Department is responsible for the safety and proper employment of the Famine Insurance Fund.

As explained in paragraph 262 there are certain definite charges incurred annually and provided for in the budget against the assignment for Famine Insurance, but there have been occasions in which the credits in the fund has been drawn on by means of supplementary demands during the course of the year. The charge for which the fund primarily exists, *i.e.*, the relief of famine, depends entirely on the character of the monsoon and cannot ordinarily be foreseen and provided for in the budget, so if any charges are to be incurred during the course of the year they can only be met by means of supplementary demands. The advice of the Finance Department in the matter of classification of charges against the assignment or funds has generally been accepted by Government.

4. Devolution Rule 37 (c).—Only on one occasion since the introduction of the Reforms has taxation been introduced. The Stamps and Court Fees Acts were amended so as to give increased revenue at a time when the financial conditions of the province were unfavourable, and the amendments had effect for three years only. The Finance Department was consulted before the proposals were finally approved.

Under this head may also be included the proposals submitted annually by the Commissioner of Excise showing the rates of Excise duty to be levied in the following year.

5. Devolution Rule 37 (d).—No loans have been raised in this province since the Reforms, and as explained in paragraphs 263-264 expenditure on objects which cannot be financed from revenue, are financed by loans from the Government of India and the Provincial Loans Fund.

6. Devolution Rule 37 (e).—The Devolution Rules make the Finance Department responsible for seeing that proper financial rules are framed for the guidance of other departments.

The financial rules by which the local Government was governed before the Reforms are contained in the Civil Account Code, the Public Works Department Code, the Public Works Account Code, the Forest Department Code and the Forest Account Code, all issued under the authority of the Government of India. Subsidiary rules for local purposes were embodied in the Treasury Manual, Public Works Department Manuals (Volumes I, II and III), Forest Account Rules and the Forest Manual. The Reforms necessitated reclassification of financial rules according to their statutory derivation. They fall now into three classes (1) rules of the local Government which have their statutory authority in Devolution Rule 37 (e); (2) rules relating to audit or account procedure, issued by the Auditor General under rule 22 of the Auditor General's rules framed by the Secretary of State in Council under section 96-D (1) of the Government of India Act, and (3) the Agency Rules issuable by the Governor General in Council under rule 46 of the Devolution Rules. Naturally, the rearrangement and reclassification of the rules was lengthy process. The Auditor General first indicated the authority now responsible for each rule in the Civil Account Code, the Forest Account Code, and the Public Works Account Code according to this tripartite classification, and a model set of financial rules was prepared for the assistance of local Governments. It was not until 1924 that an officer was placed on special duty to complete the Financial Rules. The draft rules after examination by the Accountant General were sent to the Auditor General for scrutiny in September 1926. The draft rules were received back with the Auditor General's comments on them in February 1928, and are undergoing further examination by an officer on special duty. Meanwhile the local Government continues to base its financial procedure on the old codes.

7. The rules under preparation are generally applicable to all departments of the local Government. The special rules at present in force in the Public Works Department and Forest Department require that this compilation should be supplemented by special codes for these departments. These rules have also been compiled and are now, after scrutiny by the Accountant General, being examined by the departments concerned. When they are issued it will no longer be necessary for officers serving in this province to use either the Forest or Public Works Account Codes; and with the issue of the general rules, the Civil Account Code, Volumes I and II, and the Treasury and Sub-Treasury Manuals will no longer be used by officers under the local Government.

8. The Fundamental Rules are issued by the Secretary of State under section 96-B of the Government of India Act. They had effect from the 1st January 1922 and as from that date have replaced the substantive rules in the Civil Service Regulations except in respect of pensions only. Before they could be brought into force this Government was required to supplement them by a number of subsidiary rules regulating matters in which the rules concede rule making powers to local Governments. These supplementary rules were framed by the local Government and were put into effect from the 1st August 1923. Later on the Fundamental Rules were again examined with a view to further delegation of powers. Under rule 7 of the Fundamental Rules such delegation requires prior consultation with the Finance Department but it is open to that department to prescribe, by general or special order, cases in which its consent may be presumed to have been given. The Fundamental Rules and Supplementary Rules thereunder were examined and two sets of instructions prepared. The one enumerates the cases in which the consent of the Finance Department may be presumed to have been given to the exercise by the Governor in Council or the Governor acting with his Ministers, of certain powers under the Fundamental Rules and Supplementary Rules. In the other is shown the powers delegated to authorities subordinate to the local Government.

9. Devolution Rules 37 (f) and (g).—An important function of the Finance Department is the preparation of the provincial budget and of any supplementary estimates or demands which have to be submitted to the vote of the Council. Steps were taken to relieve the office of the Accountant General of the duties performed by it in connection with the compilation and printing of the budget, and by the year 1926 the Finance Department was able to take over completely all budget work. This involved an addition to the staff of the Finance Department and the formation of two separate sections of that department—one dealing with rules and the other with budget. It is, however, in connection with the provision of new schemes of expenditure in the budget of a year, that the Finance Department comes into touch with other departments of Government. Under Devolution Rule 37 the Finance Department is required to examine and advise on all schemes of new expenditure and should decline to provide in the estimate for any scheme which has not been so examined. These schemes are, as a rule, dealt with by the administrative departments, but as a condition precedent to scrutiny by the Finance Department it has been laid down as a matter of procedure that new schemes should receive administrative approval and, where necessary, approval by the Departmental Standing Committee before they are sent to the Finance Department for scrutiny. There have been instances in which the Finance Department has refused to allow provision to be included in the budget as the proposal had not previously been scrutinized by the Finance Department. This is one of the few overriding powers vested in the Finance Department by the rules.

10. Connected with the preparation of the budget, is the question of allocation of funds between the reserved and transferred departments which is provided for by rule 32 of the Devolution Rules. The work of the Finance Department normally ends with the examination of new schemes and approval to their inclusion in the budget. It might be required to report on the allocation of funds between the reserved and transferred sides.

of Government in order to enable the Governor to arrive at a decision under Devolution Rule 32 ; but in practice there has been no disagreement which has necessitated this rule being brought into play.

11. The necessity for a supplementary demand may arise from one of three causes. Either (1) the amount granted by the Council proves inadequate, or (2) an unexpected windfall, such as the remission of a part of the provincial contribution provides an opportunity for embarking on new expenditure, or (3) expenditure is contemplated on a service for which funds can be made available from the departmental grant, but were not specifically voted by the Council. The Finance Department only exercises vigilance in the last of these cases. The opportunity for so doing may occur only after the administrative department has approved of the expenditure. The Finance Department then points out that the proposal involves a supplementary demand and the administrative department has then to consider the case afresh to decide whether this shall be presented. In such case the Finance Department does not invite attention to the state of the provincial finances at the time as the demand does not call for new money, but only for approval to the expenditure of funds already available.

12. The Finance Department also in its general capacity of custodian of the provincial balances has at times moved for the curtailment of the sanctioned budget programme of works when the circumstances of a year have indicated that there is a worsening of the financial position as forecasted in the budget. In this it is assisted by the instructions issued with reference to Devolution Rule 37 (f) in accordance with which the Accountant General furnishes it monthly with a statement of revenue received and expenditure incurred. This statement is scrutinized by the Finance Department with a view to watching the progress of revenue and expenditure against budget grants. Heads of Departments and Commissioners are similarly required, whenever it appears to them that the revenue with which they are concerned will fall materially short of the amount estimated in the budget, to report the fact and the reasons therefor to the Finance Department.

In the year 1921-22 steps were accordingly taken by the Finance Department to curtail the sanctioned programme of works. An examination of the actual receipts and expenditure of the first few months of that year gave strong indications that the failure of the crop of 1920 would affect the finances of 1921-22 to a far greater extent than was estimated when the budget was framed, and during 1921, in consultation with the departments concerned, the programme of works was reduced to the extent of 13½ lakhs.

In 1922 again the construction of works was postponed as a precautionary measure till the character of the monsoon of 1922 was assured. A similar re-examination of the budget was made in the current year owing to an attack of rust which affected the wheat crop of the districts in the north of the province. Large suspensions of land revenue have been granted and it has been decided to curtail expenditure to the extent of Rs. 11 lakhs.

13. The control of expenditure is not complete unless there is an internal arrangement by which controlling officers and Heads of Departments are enabled during the year to watch the progress of expenditure against grants. This has been secured by the introduction, under the advice of the Finance Department, with effect from June 1924, of a scheme of departmental financial control. Each disbursing officer is required to maintain a classification register in which every bill presented for payment at the treasury is entered and classified. For this, a classified monthly statement of expenditure is prepared and submitted to the controlling authority. These statements are compiled monthly by the controlling authority for the department as a whole, and scrutinized with reference to the allotment for each primary unit of appropriation. This procedure enables a Head of Department to watch the progress of expenditure against grants and, should the progress of expenditure indicate that the grant is likely to be exceeded, to take steps in good time either to curtail expenditure so as to keep it within the grant or to meet the deficit by reappropriation, or to approach Government for an additional grant. The scheme

has also proved useful in eliminating misclassification in the office of the Accountant General. The maintenance of the accounts in the department undoubtedly inculcates a greater degree of financial responsibility.

14. In the matter of reappropriation or transfer of grants from one head to another, a Member or Minister has power to sanction a grant between heads subordinate to a minor head which does not involve undertaking a recurring liability. The Finance Department has, however, power to sanction any reappropriation within a grant from one major, minor or subordinate head to another. Although, therefore, the rules give the Finance Department greater powers in the matter of reappropriation than a Member or Minister, under standing orders all reappropriations requiring the sanction of the Finance Department are first referred to the Member or Minister in charge of the department for orders, except in certain minor cases, such as appropriations for works in progress to the extent of Rs. 20,000 in each case, where the Member in charge of the department had agreed that the reappropriation may be sanctioned by the Finance Department without his previous approval.

15. Devolution Rule 37 (h).—No report has been received from an audit officer for action by the Finance Department under Devolution Rule 37 (h).

16. Devolution Rule 37 (i).—The Finance Department has placed the Audit and Appropriation Accounts up to and including those for the year 1925-26 before the Committee on Public Accounts. It is required at the same time to bring to the notice of the Committee all expenditure which has not been duly authorized and any financial irregularities. Before presenting these reports to the Committee on Public Accounts, the Finance Department used to obtain from the administrative department an explanation of the circumstances in which the irregularity occurred, and prepare a note for the Committee. These notes were found to be so complete that the members felt it unnecessary to examine the Heads of Departments in any detail or to raise any points outside the scope of the notes. The Auditor General brought to the notice of the Government that the procedure adopted had the effect of making the members rely too much on the Finance Department, and that if they were to discharge their functions effectively they should examine the Heads of Departments concerned with reference to the irregularities brought to notice. From 1925-26 accordingly the Finance Department ceased to furnish members of the Committee with notes on the matters emphasised in the report of the Accountant General and merely prepared and kept ready notes to enable Government to assist the Committee on Public Accounts in its deliberations if so desired.

17. Devolution Rule 39.—Devolution Rule 39 gives the Finance Department the power to sanction non-voted expenditure in excess of the budget for the year. In dealing with the Audit and Appropriation Accounts for 1925-26, the Committee on Public Accounts remarked that there was no arrangement whereby the Council is apprised of the modification made in appropriation in the course of the year and thought that it would be conducive to more efficient control over non-voted expenditure if the Finance Department were, during the budget season, to lay a statement on the table of the House showing to what extent the original appropriations for non-voted expenditure had been modified from time to time. This suggestion has been accepted and will now be brought into effect.

18. Devolution Rules 40 and 41.—The Finance Department is always consulted before any office is added to or withdrawn from the public service and the emoluments of a post raised, also before any allowance or special pay or personal pay is sanctioned for any post or class of posts. In these cases the advice tendered by the Finance Department includes a comparison of the rates of pay and allowances drawn by Government servants similarly employed, the rate of increment earned, the question of funds and the general suitability of the proposal with reference to the financial rules. As a rule the administrative departments have accepted the advice of the Finance Department.

19.—Devolution Rule 42.—Under Devolution Rule 42 the Finance Department is to be consulted if a grant of land or assignment of land revenue is to be made other than under the ordinary revenue rules of the province, while no concession, grant or lease of mineral or forest rights or right to water-power or of right of way or other easement and no privilege in respect of such rights shall be given without such previous consultation. Under Devolution Rule 45 the Finance Department has ruled that its assent may be assumed to have been given in the following classes of cases :—

- (i) concessions, grants or leases of rights to major minerals—which fall clearly within the scope of the Mining Rules and the supplementary instructions embodied in the Mining Manual ;
- (ii) concessions, grants or leases of rights to minor minerals—which comply with the standing orders of the local Government ;
- (iii) concessions, grants or leases of forest rights—which comply with the provisions of the Forest Department Code and the Forest Manual and are within the powers of sanction of the departmental officers ;
- (iv) rights to water-power—when no financial consideration is involved.

20. Devolution Rule 43.—In regard to abandonment of revenue the Finance Department has ruled that its assent may be assumed to have been given if the proposals are in accordance with the standing orders of Government or fall within the conditions referred to above.

21. Devolution Rule 44.—Under Devolution Rule 44 the Finance Department may require that in any matter in which it is required to advise or report under the Devolution Rules, that its report is submitted by the department concerned to the Governor for orders of the local Government. The following procedure has been laid down to govern cases in which there is a difference of opinion between an administrative department and the Finance Department :—

- (a) When the advice of the Finance Department in regard to any matter on which it is required to advise or report, is not accepted by the administrative department, the case shall be submitted for the orders of the Member in charge of the Finance Department, if his orders have not already been recorded.
- (b) When the views of the Finance Member in regard to any matter on which the Finance Department is required to advise or report are not accepted by the Member or Minister in charge of the department in which the reference originated, the latter may submit the matter to the Governor for the orders of the Government.

The occasions on which there have been differences of opinion are comparatively few.

(6) DEPARTMENTS CONTROLLED BY THE LEGAL REMEMBRANCER.

1. The post of Legal Remembrancer was created in 1923, and since the inauguration of the first Central Provinces Council in 1914 the Legal Remembrancer is in addition Secretary to the Council and Legal Secretary to the local Government. He is a member of the Judicial Department and his post is borne on the cadre of District and Sessions Judges.

The other gazetted officer in the department is the Assistant Legal Remembrancer, who is also Assistant Secretary to the Council. Appointment to this post is made from the cadre of Subordinate Judges.

In 1914 the Legal Remembrancer controlled an office of five clerks only. The office has been strengthened both before and since the Reforms

consequent on the growth of Legislative Council work, and the strength of the two offices now stands as follows :—

Office of Secretary to the Legislative Council ...	{	1 Superintendent.
		3 Reporters.
Office of the Legal Remembrancer ...		5 Clerks.
		5 Clerks.

Control of the two offices is unitary and clerks of one branch may be, and are at times, used to assist the other. This makes for economy, as the reporters are trained clerks and, when not engaged in their normal duties, work either in the Council office or in the Legal Remembrancer's office. The disadvantage of the system is that the Legal Remembrancer's office comes almost to a standstill during sessions of the Council owing to the absorption both of himself and of his staff in Council duties.

2. The pressure of work on the Council staff was not hitherto felt, as the first two Councils were marked by an almost complete absence of non-official legislation, and in the second Council official legislation was in a state of suspended animation. But legislative activity has much increased recently. In 1927-28, 18 Bills were introduced. Owing to the lack of party discipline, many of these Bills, all of which have to be examined in the Council office, overlap. Under an organized party system, they would have been greatly simplified and less numerous. The result so far as the office is concerned is a considerable addition to the volume of work.

With the establishment of the Council as a permanent institution and the progressive realization by members of their powers and responsibilities the work of the Council Secretary tends to become more specialized. He has to keep himself closely in touch with the proceedings of Provincial and Central Legislatures, and unless he is able to devote considerable time to this work he cannot keep up-to-date, and maintain the high standard of advice and interpretation which is required of him.

3. The performance by one officer of the duties both of Secretary to the Council and Legal Adviser to Government has so far presented no difficulty in practice. As yet no demand has been voiced either by the President or the Council that the Council should be served by an independent Secretary.

(7) JUDICIAL DEPARTMENT.

1. The head of the department is the Judicial Commissioner. Prior to the Reforms the Judicial Commissioner was appointed by the Governor General in Council, and Additional Judicial Commissioners by the local Government with the previous sanction of the Governor General in Council. With the Reforms the power of appointing both the Judicial Commissioner and the Additional Judicial Commissioners was devolved upon the local Government. The Court of the Judicial Commissioner consists of the Judicial Commissioner, three permanent Additional Judicial Commissioners, and as many Additional Judicial Commissioners as may be temporarily appointed from time to time. In practice, one temporary Additional Judicial Commissioner has usually been appointed. The strength of the department has only increased in the lower ranks as may be seen from the sub-joined table :—

1920.		1928.	
Judicial Commissioner ...	1	1	
Additional Judicial Commissioner (including 1 temporary).	4	4	(including 1 temporary).
District and Sessions Judges (including 1 post of Legal Remembrancer).	12	12	(including Legal Remembrancer).
Subordinate Judges (including 3 temporary).	52	53	(including 2 temporary).
Munsiffs (now Subordinate Judges, 2nd Class).	72	90	(including 8 temporary). These include 13 posts for leave and deputation reserves.
<i>Law officers.</i>			
Government Advocate ...	1	1	
Public Prosecutors ...	12	12	

A proposal to establish a Chief Court for the province in place of the Court of the Judicial Commissioner has recently been sanctioned by the Government of India. The change will involve legislation in the local Legislative Council. There is a strong body of non-official opinion in favour of the establishment of a High Court instead of a Chief Court, so the outcome of the pending legislation is at present uncertain.

2. A statement of receipts and expenditure is included as Statement I. It calls for little comment. Increase in expenditure between 1919 and 1921 is due to a revision of pay throughout the department. The decrease of nearly Rs. 13 lakhs under the head of Criminal Courts in 1920-21 is due to a re-classification by which expenditure on District Administration—General Establishment was transferred to the head of General Administration. The revision of pay was undertaken before the Reforms and, therefore, escaped criticism by the Legislative Council, except retrospectively. In the first Council criticism took the form of a demand for reduction of the salaries of the Provincial Judicial Service, whilst both then and more recently the high pay of this service was put forward as an argument for increasing the pay of the Provincial Executive Service. Government did not accept either argument.

Cuts in the budget of the department have until the current year been few. In 1923-24 a reduction of Rs. 10,000 was made against expenditure on translators in the Court of the Judicial Commissioner. The reduction was accepted by the local Government. In 1924-25 the whole demand was thrown out on political grounds but was restored. In 1925-26 a sum of Rs. 99,986 representing the whole of the demand for the establishment of the Courts of Honorary Magistrates was reduced. Of this amount all but a sum of Rs. 1,000 was restored and the administration of the department was not affected. In 1927-28 a sum of Rs. 15,000 was reduced on the score of general economy and a lump reduction of Rs. 100 was made as a censure of the policy of Government in regard to Honorary Magistrates. The reduction was accepted by Government but partially replaced later by a supplementary demand of Rs. 9,426.

In the budget of 1928-29 the demand was reduced to a total sum of Rs. 1,25,202. This was made up of the following seven separate cuts:—

Rs. 85,000 on account of the Courts of Honorary Magistrates.	
„ 36,000	„ pay of one Additional Judicial Commissioner.
„ 3,600	„ pay of Subordinate Judges.
„ 100	„ Government Advocate.
„ 500	„ pleaders' fees.
„ 1	„ Law Officers.
„ 1	„ „

The first two items have been restored by certification and the remaining five items are all of the nature of token cuts. The cut of one rupee against Law Officers represents a criticism not of the administration of the department but of the policy of Government in regard to communal riots, the specific demand made being that a general amnesty should be granted to all persons concerned in communal riot cases. The second cut of one rupee under the same head was made in regard to the manner in which Public Prosecutors are appointed. It was suggested that Public Prosecutors should be appointed on the recommendation of a selection committee.

The reductions thus made in the demand of the department have not in any way embarrassed its administration.

3. Nothing in the administration of the department has been more attacked than the appointment of Honorary Magistrates. During the period of non-co-operation Honorary Magistrates were both generally and individually attacked and frequently boycotted. As a direct result of agitation 12 Honorary Magistrates resigned. In the Council, criticism has ranged from attacks on individual magistrates and courts to a demand for the total abolition of this class of magistrates. The local Government has refused to accept the demand for their abolition as evidenced by the

fact that the reduction made in the demand on account of their establishment has been twice restored. But as a result of the pressure exercised by the Council the Government first of all took over from municipal committees the share of the cost of establishment which they had formerly paid. Secondly, existing courts were subjected to the closest scrutiny, and courts which did not come up to a definite standard were abolished. Qualifications for the post of Honorary Magistrates were prescribed and the rules of procedure of their courts were revised. For a considerable period no fresh appointments were made pending this examination of Government's policy. On the other hand Government has refused to accede to the demand either that local bodies should be consulted with regard to appointments or that advisory committees for the appointment of Honorary Magistrates should be created. That Council opinion may at times be in advance of public opinion was illustrated by the fact that whilst the Council approved of the appointment of members of the depressed classes as Honorary Magistrates, an appointment which was actually made, brought the work of the court concerned to a standstill as the other magistrates refused to work with him.

4. Another persistent demand has been for the separation of the judicial from the executive. This suggestion was first considered by the Retrenchment Committee in 1921 and has been the subject of more than one resolution in the Legislative Council. The latest resolution, in January 1928, recommended that immediate steps should be taken to have the judicial functions of the Government separated from the executive functions and expressed the consent of the Council to the appropriation of a sum of nine lakhs of rupees for the purpose. So far, the local Government has not agreed that the admitted balance of advantage on the side of separation justifies the expense involved, but as a result of the criticism of the manner in which executive officers have exercised judicial functions some change in the administration has been made. The practice of taking up criminal cases on tour has been severely curtailed and, where feasible, magistrates permanently stationed at headquarters have been appointed.

5. Another demand, which is continually pressed in the Legislative Council, is for the introduction and extension of the system of trial by jury. The first resolution to this effect was moved in 1921 and as a result trial by jury was introduced as an experiment in four selected districts for certain classes of criminal cases. The demand for a further extension of the system has been several times repeated, but although the local Government has been sympathetic to the principle involved, it has yet to be convinced that the practical difficulties such as cost and the lack of suitable material for the composition of juries can be overcome.

6. The standing committee for the department is the same as for the Police and Jail Departments. The proposals placed before it referred chiefly to pay, allowances, creation of new temporary or permanent posts and construction of civil court buildings. These have evoked more interest than matters relating to other departments with which the committee is concerned, possibly because the legal element in the Legislative Council has a more intimate knowledge of, and a greater interest in, the administration of the Judicial Department. In 1922 the question of the separation of judicial and executive functions was placed before the committee and although the Legislative Council had been insisting on separation, the committee took a more practical view and agreed that the province should wait and see what schemes were being adopted in the major provinces before embarking on any drastic reorganization. Similarly a proposal to grant travelling allowances to process-servers placed before the committee in 1923 was rejected although, at that time, the general attitude of the Legislative Council favoured any proposals tending to increase the emoluments of the menial establishments of Government. The support of the committee, however, to proposals to construct bungalows for Subordinate Judges has not reflected the opinion of the Legislative Council.

A selection committee was formed in accordance with the recommendations of the Public Service Commission (1916), to deal with candidates for appointment to the Provincial Judicial Service. It was first constituted in 1922, but as there was no need for recruits it did not function until 1927 when it had been reconstituted with five members comprising the Judicial Commissioner, the Chief Secretary, an Indian district judge and two pleaders.

JUDICIAL DEPARTMENT.

STATEMENT I.—Receipts and expenditure.

[Referred to in paragraph 2 on page 143.]

Minor Head.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)
	2	3	4	5	6	7	8	9	10
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1									
Law Officers	2,55,313	2,80,067	3,65,509	4,67,922	5,05,438	5,66,959	6,52,554	5,94,102	6,50,000
	1,45,607	1,30,206	1,64,201	1,59,221	1,55,628	1,73,001	1,94,889	2,13,524	2,10,030
Judicial Commissioner	2,59,602	3,14,008	3,10,370	2,79,907	2,78,221	2,89,769	2,71,324	3,14,531	3,24,500
Civil and Sessions Courts	15,33,951	22,83,402	22,46,969	23,45,520	22,43,856	22,09,080	22,76,374	22,29,278	22,60,000
Courts of Small Causes	60,670	1,11,151	1,13,422	1,00,992	1,05,289	1,15,588	1,09,730	1,03,691	1,16,986
Criminal Courts	14,08,423	1,87,765	2,08,900	2,00,696	2,28,626	2,35,512	2,66,430	2,60,190	2,75,560
Expenditure in England	...	...	...	...	418	486	...	206	14
Refunds	...	...	...	...	...	...	...	...	...
Total	34,08,253	30,26,532	30,43,862	30,86,336	30,12,038	30,23,436	31,19,107	31,21,420	31,87,000

(8) JAIL DEPARTMENT.

1. The head of the department is the Inspector-General of Prisons who holds the rank of a Lieutenant-Colonel in the Indian Medical Service. The Retrenchment Committee recommended that the post should be filled by a senior Major of this Service, but the recommendation did not meet with the approval of the local Government. It has also been suggested in the Legislative Council that the post of Inspector-General of Civil Hospitals should be combined with that of the Inspector-General of Prisons; but one serious objection to this proposal, apart from any question of whether the work of the two posts would not be more than one officer could cope with, is that one department is Transferred and the other Reserved. The local Government in 1927, made a proposal that the posts of Inspector-General of Prisons and Director of Public Health should be combined under one officer, but the Government of India did not agree.

2. The department controls two central jails, three first class district jails, seven other district jails, and nine subsidiary jails. The central jails and the first class district jails are managed by whole-time Superintendents, and the remaining jails by Civil Surgeons in addition to their other duties. In 1921 there were three central jails, the two existing ones at Jubbulpore and Nagpur, and one at Raipur. The Inspector-General observed in that year that the mortality in the Raipur Jail was at times exceptionally high, and on his recommendation a committee consisting of the Inspector-General of Civil Hospitals, the Sanitary Commissioner, a private medical practitioner and himself was appointed to investigate the cause. The report of the committee proved that the ratio of mortality varied as the population of the jail rose above a certain level, and the jail was accordingly in 1923 reduced to the status of a district jail with a maximum population of 600.

The two central jails are in charge of members of the Indian Medical Service, both Indians. One was appointed in 1922 and replaced a European member of the Service, and the other in 1927, replacing an I. M. D. officer who had held charge of a central jail from before the Reforms. From 1923 there was only one first class district jail at Raipur under the superintendence of an I. M. D. officer. In 1925 the Amraoti Jail, and in 1927 the Akola Jail, were, with the approval of the Legislative Council, raised to the status of first class district jails. The I. M. D. officer in charge of the Raipur Jail retired in 1927, and his place has been taken by an officer seconded from the Provincial Medical Service whilst the other two posts of Superintendents are filled, one permanently by an officer of the Provincial Medical Service, and the other temporarily by a promoted jailer. The I. M. D. element has thus been eliminated from the Jail Department in the same way as from the Medical Department.

3. A statement of the receipts and expenditure of the department is appended (Statement I). There has been little alteration in the figures since the commencement of the Reforms. The publication of the report of the Indian Jails Committee in December 1920 coincided with the change in the system of Government; and the reforms, which have been introduced in the department since then, are entirely based on the report of that committee and have been brought into operation through the sympathetic attitude of the Government of India and the local Government rather than in consequence of any pressure from the Legislative Council or non-official opinion in general.

4. In the early years of the Reforms, financial stringency limited the improvements in jails to those which could be effected without increased expenditure. In 1923, the local Government refused for this reason to proceed with a Borstal Bill and about the same time rejected a recommendation to reserve a separate jail for tubercular prisoners. In 1924 the latter scheme was sanctioned as a result of further representations by the head of the department which convinced Government of its necessity. In 1925 the Finance Committee turned down the proposal to raise the Akola Jail to the status of a first class district jail, approving the proposal for Amraoti only; and it was not until 1927 that the former was approved by the Legislative Council after it had been again disapproved by the Finance Committee.

5. As regards the part played by the Legislative Council, there was, in 1921, a lengthy debate on a resolution for the better treatment of political prisoners. This was moved more for the purpose of criticizing the attitude of Government to political agitation than the jail administration. The resolution for the combination of the post of Inspector-General of Prisons with that of another head of department, to which reference has already been made, again implied no criticism of the department and was inspired by a desire for retrenchment. The only other occasion on which the department has been criticized in Council was during the debate in March of this year when a member took the department to task for not attempting to educate prisoners above the age of 30 and for subjecting them to the risk of snake-bite by providing for their slumbers beds only 12 inches high. The budget of the department was once cut to the extent of Rs. 15,000 in 1922 as an indication of the general necessity for retrenchment rather than because any particular expenditure of the department was regarded as excessive.

6. Recently two Acts have been passed by the Council, a Children Act and a Borstal Act. A Probation of Offenders Bill has reached select committee, but has since then been held up under instructions from the Government of India in view of the possibility of all-India legislation. The Council was in full sympathy with the objects sought to be achieved by all these measures.

7. The standing committee for the department is the same as that for the Judicial Department. The majority of the improvements recommended by the Jails Committee have been carried out without reference to it. A statement is attached (Statement II) showing the main recommendations of the Jails Committee and the action taken thereon with a note showing which of them went before the standing committee. Until recently the committee has not aroused great interest amongst the non-official members and, in consequence, proposals have occasionally come up before an official majority.

8. One other matter in the administration of the department is of interest, and that is, the strain caused by the admission of political prisoners into jails. In 1921, the number of such prisoners was not large, but it included prisoners from other parts of India and the wave of non-co-operation which spread over the whole province caused some anxiety. In 1923, the Nagpur Flag agitation brought approximately 1,600 additional prisoners into the provincial jails. The department incurred additional expenditure of Rs. 87,000, of which Rs. 30,000 was spent on extra buildings and a considerable proportion of the remainder on extra staff. The expansion of accommodation and of staff was naturally not unattended with risk. The provincial jails provide little accommodation in excess of normal requirements, and a large addition to the number of prisoners from communal or political causes is, from every point of view, a heavy tax on jail administration. On this occasion the problem was most acute in the Central Jail at Nagpur, which was the seat of the agitation, and discipline suffered to some extent at the time. Since then political imprisonment has been negligible and the department has fully recovered its morale.

JAIL DEPARTMENT.

STATEMENT II.—Principal recommendations of the Jail Committee and action taken by the local Government thereon.

[Referred to in paragraph 7 on page 148.]

Serial No.	Recommendations of Committee.	Action taken by the local Government.	Remarks.
1	2	3	4
1	2.—Recruitment and training of jailers and warders and payment of a suitable salary.	Proposals for an increase of pay for jailers and assistant jailers were considered by the local Government in 1921 but not accepted. Revised proposals are again under consideration.	(A) and (B).
2	7.—To provide for revision of sentences in suitable cases in order to reduce the economic waste involved in imprisonment.	Advisory Board formed	(A) and (B).
3	8.—Fixing the number of prisoners that may be collected in any one prison.	...	The Central Provinces Jail Manual already provides for this. (F).
4	9 and 10.—Concentration of prisoners in Central Jails.	All long term prisoners are concentrated according to class in Central Jails and in 3 large District Jails.	(A) and (B).
5	13.—Every Central Jail should be in charge of a whole-time Superintendent.	...	(F).
6	14.—Whole-time Superintendents to be appointed for all District Jails with an average population of 300 and upwards.	Appointments made as recommended.	(A), (B), (C) and (D).
7	26.—Holding of Conferences of Inspectors-General of Prisons every alternate year.	Conferences are held ...	(A) and (B).
8	27.—Training of an officer for six months before being appointed as a Superintendent of a Jail.	Proposal accepted ...	(A) and (B).
9	56.—Local allowances granted to other departments to be given to warders.	...	(F).
10	57.—Family quarters for warders.	Family quarters already provided and more are being built.	(F).

JAIL DEPARTMENT.

STATEMENT II.—Principal recommendations of the Jail Committee and action taken by the local Government thereon—concl'd.

Serial No.	Recommendations of Committee.	Action taken by the local Government.	Remarks.
1	2	3	4
11	58.—Grant of Railway passes to warders when proceeding on leave, etc.	...	(F).
12	83.—Appointment of technical experts in the manufacturing departments of jails.	...	(F).
13	84.—Appointment of trade instructors.	..	(F).
14	92.—Non-habituals should not be in charge of habituals.	Action taken. 35 paid warders sanctioned for Jubbulpore and Amraoti Jails.	(A) and (B).
15	120.—Cubicles in use should be removed.	Action taken	(A).
16	172.—Corporal punishment should be restricted to mutiny and to serious assaults	Not accepted by local Government.	(E).
17	173.—In every case of corporal punishment a special report should be sent to Inspector-General.	This is done ...	(A) and (B).
18	214 and 215.—Education for prisoners not over age of 25.	Action taken ...	(A) and (B).
19	221—227.—Religious and moral instruction.	Do. ...	(A), (B) and (F).
20	290—293.—Assistance to prisoners on release.	Discharged Prisoners' Aid Societies have been formed in almost all districts.	(A) and (B).
21	299—321.—The Child Offender.	Legislation undertaken	(A) and (B).
22	322—346.—The Adolescent Criminal.	Do. ...	(A) and (B).
23	347—356.—Probation ...	Do. ...	(A) and (B).
24	379—399.—Undertrial prisoners.	50 paid warders sanctioned to guard undertrial prisoners.	(A), (B) and (C).
25	422—439.—Visitors ...	...	(F).

(A) Accepted by Government.
 (B) Translated into definite proposals.
 (C) Accepted by Standing Committee.
 (D) Accepted by Finance Committee.
 (E) No action necessary.
 (F) Already in force.

(9) POLICE DEPARTMENT.

1. The Inspector-General of Police who is the head of the department was formerly appointed from the ranks of the Indian Civil Service but from the year 1918 has been a member of the Indian Police Service. The recruitment of Europeans to the superior service of the department was recognized as essential by the Lee Commission and the department has in fact been subject to Indianisation less than any other service. At the present time there are 40 Europeans against 8 Indians in the Indian Police Service and all four listed posts are held by Indians.

The personnel of the department has been subjected to much criticism in the Legislative Council and has been affected thereby. In the 1923-24 budget a reduction of Rs. 36,000 on account of six posts of Deputy Superintendents was carried, but the sum was restored by certification. In the 1927-28 budget a sum of Rs. 5,910 on account of pay of the Deputy Superintendent, Criminal Investigation Department, was reduced, but again restored by certification. This latter reduction was carried in spite of the fact that economy had already been effected by the appointment of the Deputy Superintendent in Criminal Investigation Department in place of a District Superintendent.

As regards Inspectors and Sub-Inspectors a criticism frequently made was that local candidates were not recruited to the Police Training School. In accordance with the expressed desire of the Council every effort has been made to give preference to locals. The selection board to consider their claims to admission meets in July, and only if vacancies remain thereafter are foreigners selected by a committee which meets in September. As Statement I shows, locals have been recruited although a large percentage are educationally less qualified than the foreigners.

There has also been a persistent demand that Indians should be recruited to the ranks of Reserve Inspectors, and more recently that the cadres of Reserve Inspectors and Circle Inspectors should be amalgamated. The departmental view is that Europeans and Anglo-Indians are entitled to their share of recruitment to the police service and that the post of Reserve Inspector is eminently suitable for them. The presence of a few domiciled Europeans and Anglo-Indians in the force is also considered a strengthening factor. It is impossible to employ them as Circle Inspectors and, on the contrary, the use of Indian Inspectors as Reserve Inspectors entails removal of a good Circle Inspector from a sphere where he wields wide influence for good to a post where his abilities are less usefully employed for the public good. So far only one picked Circle Inspector has been appointed experimentally as a Reserve Inspector. His work has been satisfactory.

The recruitment of foreigners to the lower ranks of the police has not been attacked in the Council although as Statement II shows the number of foreigners has never in the last decade fallen below 39 per cent.

2. Statement VI shows the receipts and expenditure of the department. The large increase in receipts in 1922-23 is due to the recovery of contributions from Company-managed railways with arrears on account of Railway Police. In 1925, management of the G. I. P. and E. I. Railways was resumed by the Government of India from the Company and this contribution was stopped by the Government with effect from October 1st, 1925. The effect was fully felt from 1926-27 onwards. With regard to expenditure, it will be observed that there was an increase from Rs. 43 to Rs. 56 lakhs in the year immediately preceding the Reforms and that in the eight years of the Reforms, including the current year, expenditure has further increased by Rs. 4 lakhs only. Unlike most other departments, the Police Department effected the general revision of pay throughout all ranks before the Reforms, and in the first five years of the Reforms was able to keep its expenditure stationary. It thus tided over the period of financial stringency without making fresh demands on the provincial revenues. In 1926-27, expenditure rose by Rs. 2 lakhs to provide for a general increase in the staff of the

Berar districts and in Jubbulpore City. This increase got through the Council after the Swarajists walked out. A further increase of nearly Rs. 2 lakhs in the current year is attributable chiefly to the communal disturbances of 1927, which gave rise to the demand for an increase in the Special Armed Force and for provision of police lorries. The Council agreed to the increased expenditure with the exception of a sum of over Rs. $\frac{1}{2}$ lakh for the Special Armed Force.

3. The following cuts have been made by the Legislative Council in the Police demand:—

- (1) 1921-22—*Nil*.
- (2) 1922-23—Rs. 20,000—Criminal Investigation Department. The abolition of this department was urged and it was suggested that it should be merged with the local police. It was also criticized on the ground that its administration was top-heavy; and one member strongly resented its political activities. A sum of Rs. 11,000 was restored by certification and the rest of the reduction was met by abolishing four posts of Sub-Inspectors in the Special Branch.
- (3) 1923-24—Rs. 36,000—Abolition of six posts of Deputy Superintendents; Rs. 68,400 reduction of 25 posts of Inspectors; Rs. 5,000 travelling allowance. The last reduction was accepted by Government and four posts of Circle Inspectors were reduced covering a reduction of Rs. 10,100. The balance of Rs. 84,300 was restored by certification.
- (4) 1924-25—The whole budget was thrown out, but no particular criticism of the Police Department was evoked and the department was not affected as the demand was restored.
- (5) 1925-26—Rs. 1,00,000—District executive posts. This was a lump cut in support of a demand for retrenchment. The political work of the Criminal Investigation Department was criticized and the police administration was generally described as unsympathetic, but no particular items of expenditure were specified as capable of reduction. Certification was not resorted to. A sum of Rs. 43,200 was saved during the year by the transfer of the pay of three District Superintendents from voted to non-voted under the orders of the Secretary of State. The balance of Rs. 56,800 was saved by the exercise of economy.
- (6) 1926-27—*Nil*.
- (7) 1927-28—Rs. 5,901—Abolition of the post of the Deputy Superintendent, Criminal Investigation Department. This has already been referred to; it was restored by certification. Rs. 40,000 lump reduction under District Executive Force and Railway Police. Actual expenditure exceeded the original demand owing to communal disturbances, and in January 1928 a supplementary demand for Rs. 77,000 was presented to the Council and passed by it.
- (8) 1928-29—Re. 1—This was a token cut to express the wish of the Council that promotion of officers of the subordinate service to posts of Deputy Superintendent should be made on the advice of a selection committee and not merely on official recommendation.

Rs. 51,359—Special Armed Police. This sum was demanded in order to increase the Armed Force in view of severe communal disturbances with which the district police are unable to cope without assistance. It was refused on the ground that the province had weathered previous storms without such additional help. This cut would have been severely felt by the department if it had not been restored by certification.

4. The standing committee for the department was formerly designated the standing committee for Judicial, Police and Jails, and since reconstitution in August 1927 as the standing committee for Law and Justice. There are nine members, of whom six are non-official members of the Legislative Council nominated on the advice of its President. The committee has been consulted on items of new expenditure only and not on important matters of administration, such as the imposition of punitive police, which do not require additional expenditure. Non-official interest in, and attendance on, the committee has been poor and the value of the committee has, in consequence, been slight. Every item placed before it has been approved, but the validity of that approval can be judged from the fact that in March 1928 a provision of Rs. 51,359 for an addition to the Special Armed Force was rejected by the Legislative Council and the only two non-official members of the standing committee, who voted, gave their votes against the demand. One of these two members had been present at the meeting of the select committee which approved of the proposal, and had recorded no objection to it.

5. As evidence of the additional strain, thrown upon the police in recent years by political and communal agitation, the following statements are included :—

(1) Statement III showing the number of political cases from 1906 onwards. This statement brings out, with remarkable clearness, the effect of agitation during 1908-09 and 1921-22. The high figures of those periods were due to general political agitation. The figures for 1923 and 1927 were, on the contrary, due to local causes. In the former year the cause was the Nagpur Flag agitation which was started on the refusal of the district authorities to allow the "National" flag to be carried through the Civil Station of Nagpur. In 1927 the agitation was started by a single local agitator against the administration of the Arms Act.

(2) Statement IV showing the number of assaults on the police from the year 1918. The number has considerably increased since 1921 when the non-co-operation movement was at its height and again shows a considerable increase in 1927 owing to the recrudescence of communal dissensions. The figures given are those of cases reported. The number of cases returned as true by the courts is considerably less but does not vitiate the general conclusion drawn. In 1927 Jubbulpore town was conspicuous for the number of reports of assaults. A noticeable difference between the non-co-operation period and the recent era of communal disturbances is that in the former period assaults on Government servants were more often due to the general disrespect for constituted authority which characterized that period, whilst latterly, the police have received injuries rather because they have been interposed between the upper and nether millstones of the two communities.

6. Statement V shows the occasions on which it has been necessary to impose punitive police under section 15 of the Police Act (V of 1861). These police are imposed in areas which have been found to be in a disturbed or dangerous state. The causes that have been responsible for disturbances sufficient to justify their imposition, have been various.

In the Jalgaon taluq of Berar they were imposed on account of agrarian disturbances, which were the result of acute tension between the local agriculturists and Marwari money-lenders. In many cases faction disputes were responsible, sometimes complicated as at Bela in the Nagpur district and Shirala in the Amraoti district by communal cleavage. The department has found the imposition of punitive police effective but decidedly unpopular. The local Government considered the question of imposing them on Nagpur town after the communal riots of September 1927 which clearly demonstrated the inadequacy of the normal police staff to cope with such a serious and widespread disturbance. Government would unquestionably have had to withstand much criticism if punitive police had been imposed as the Council subsequently in March 1928 did not admit the necessity of increasing the Special Armed Force to strengthen the hands of the local police against such emergencies. But the decision not to impose punitive police, in this instance, was not arrived at in deference to public opinion but because the length of time that elapsed between the riots and the consideration of the proposal exceeded the period within which the proposal could have been legally sanctioned under section 15 of the Police Act, and hence the proposal automatically became invalid. The burden has been shifted from the local to the general tax-payer by the increase in the Special Armed Force.

POLICE DEPARTMENT.

STATEMENT No. 1.—Statement showing admission, etc., of Probationary Sub-Inspectors in the Police Training School, Saugor.
 [Referred to in paragraph 1 on page 152.]

Year.	Number of candidates admitted.						Number passed out.			
	Locals.		Foreigners.		Locals.		Foreigners.		Matriculate.	Non-matriculate.
	Matriculate.	Non-matriculate.	Matriculate.	Non-matriculate.	Matriculate.	Non-matriculate.	Matriculate.	Non-matriculate.		
1	2	3	4	5	6	7	8	9		
1918	16	28	25	3	13	22	25	3		
1919	16	28	30	4	12	21	24	3		
1920	12	42	11	4	12	13	8	1		
1921	15	13	17	1	8	3	14	1		
1922	13	19	10	1	9	5	5	1		
1923	25	10	5	3	17	5	2	1		
1924	36	1	6	1	25	...	4	...		
1925	30	6	3	...	21	5	2	...		
1926	33	6	12	...	22	1	6	...		
1927	37	7	6	...	26	2	5	...		

POLICE DEPARTMENT.

STATEMENT No. II.—Statement showing the proportion of locals to foreigners in the Central Provinces Police.

[Referred to in paragraph 1 on page 152.]

Year.	Sanctioned strength.	Actual strength.	Percentage of posts vacant.	Number of locals.	Number of foreigners.	Percentage of foreigners to the actual strength.	Highest percentage of foreigners in any district.	Lowest percentage of foreigners in any district.
1	2	3	4	5	6	7	8	9
1918	9,520	9,129	4.10	5,042	4,087	45	59 Nagpur	19 Narsinghpur.
1919	9,533	9,250	3.17	5,351	3,899	42	61 Do.	19 Do.
1920	9,807	9,632	1.78	5,541	4,091	42	63 Do.	22 Bhandara and Narsinghpur.
1921	9,808	9,617	1.94	5,786	3,831	39	53 Jubbulpore	19 Narsinghpur.
1922	9,811	9,588	2.27	5,798	3,790	39	53 Do.	18 Do.
1923	9,822	9,655	1.70	5,704	3,951	43	66 Nagpur	18 Do.
1924	9,842	9,658	1.86	5,694	3,964	40	67 Do.	17 Do.
1925	9,874	9,671	2.05	5,566	4,105	42	68 Do.	15 Balaghat.
1926	10,290	10,119	1.66	5,877	4,242	41	68 Do.	18 Narsinghpur.
1927	10,335	10,149	2.79	5,863	4,286	42	68 Do.	18 Narsinghpur and Balaghat.

POLICE DEPARTMENT.

STATEMENT No. III.—Political Cases.

[Referred to in paragraph 5 (1) on page 154.]

Year.	Cases.	Persons involved	Remarks.
1	2	3	4
1906	...	1	2
1907	...	2	2
1908	...	16	17
1909	...	25	37
1910	...	7	12
1911 } 1912 }	...	No figures are available.	
1913	...	1	1
1914	...	2	2
1915	...	1	1
1916	...	3	4
1917	...	3	2
1918	...	10	10
1919	...	6	7
1920	...	2	2
1921	...	87	224
1922	...	20	25
1923	...	391	1,681
1924	...	4	4
1925	...	2	2
1926
1927	...	74	93
			Arms Act Satyagraha.

POLICE DEPARTMENT.

STATEMENT No. IV.—Statement showing statistics of assaults on the Police.

[Referred to in paragraph 5 (2) on page 154.]

Year.	Number of cases.		
	Of Rioting.	Under section 332, Indian Penal Code.	Under section 353, Indian Penal Code.
1	2	3	4
1918	15	24	44
1919	8	18	38
1920	8	21	37
1921	16	24	57
1922	13	23	57
1923	15	23	62
1924	17	20	47
1925	14	28	56
1926	17	30	55
1927	9	25	71

POLICE DEPARTMENT.

STATEMENT No. V.—Statement of Punitive Police imposed.

[Referred to in paragraph 6 on page 154.]

Serial No.	District.	Place.	Strength of Punitive Police imposed.			The period for which the Punitive Police was imposed.			Remarks.
			Sub-Inspectors.	Head Constables.	Constables.	Period.	From	To	
1	2	3	4	5	6	7	8	9	10
1	Amraoti	1	4	One year	16-9-18	15-9-19	Punitive Police of one Head Constable and eight Constables was sanctioned and imposed for a period of three years from 1st November 1916 at mauza Jaga for villages of Chirhula, Paran, Jagia, Dhand and Ranakpa.
2	Raipur	...	...	1	2	Do.	29-7-19	28-7-20
3	Bilaspur	...	...	1	4	Further period of one year.	1-11-19	30-10-20
4	Nagpur	...	...	1	4	One year	11-1-20	10-1-21
5	Bhandara	...	1	2	18	Six months	12-4-21	11-10-21	
6	Nagpur	...	1	1	8	Do.	13-4-21	12-10-21	
7	Raipur	...	...	1	6	Four months	18-4-22	17-8-22
8	Bilaspur	...	...	2	6	One year	18-5-22	17-5-23
9	Bhandara	...	...	1	6	Do.	19-5-22	18-5-23
10	Amraoti	...	...	1	8	Six months	24-1-23	23-7-23
11	Buldana	...	1	3	12	Nine months	29-5-23	28-7-24	
12	Bilaspur	...	...	1	2	One year	6-5-24	5-5-25
13	Drug	...	...	1	3	Do.	4-8-24	3-8-25

POLICE DEPARTMENT.

STATEMENT VI.—Receipts and Expenditure—concd.

Minor heads.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Revised budget estimates.)	1928-29. (Budget estimates.)
1	2	3	4	5	6	7	8	9	10	11
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A.—Superintendence	1,18,824	1,55,336	1,38,019	1,49,570	1,52,356	1,52,447	1,58,077	1,46,400	1,41,383	1,46,000
B.—Criminal Investigation Department	1,30,366	1,42,138	1,74,463	1,63,509	1,58,334	1,51,423	1,53,509	1,57,625	1,67,000	1,68,000
C.—District Police	38,55,057	50,23,717	50,38,495	49,99,953	49,79,960	50,54,754	49,08,594	50,97,523	51,56,000	53,23,999
D.—Police Training School	...	...	...	...	...	...	52,704	55,715	57,973	58,000
E.—Railway Police	2,31,610	3,30,434	3,30,016	3,17,719	3,13,121	3,18,435	3,53,723	3,82,477	3,54,280	3,59,810
Refunds	...	...	+315	+21	+470	+120	+129	...	+60	+190
	...	...	+623	+41	+1,245	+339	+394	..	+180	...
Total	43,35,857	56,51,825	56,81,931	56,30,813	56,05,486	56,77,518	56,27,130	58,39,740	58,76,876	60,55,999

(10) INDUSTRIES (RESERVED).

1. The Department of Industries (Reserved) deals with the subjects enumerated under item 26 of Part II of Schedule I of the Devolution Rules, viz.,—

- (1) factories,
- (2) settlement of labour disputes,
- (3) electricity,
- (4) boilers,
- (5) gas,
- (6) smoke nuisance,
- (7) welfare of labour.

All of these, except Nos. 5 and 6, which are of no importance in this province, are subject to legislation by the Indian Legislature, and the greater part of the work of the department consists in the administration of Acts of that Legislature, of which the most important are the Factories Act, 1911, the Cotton Ginning and Pressing Factories Act, 1925, and the Boilers Act, 1923. Less important are the Reformatory Schools Act, 1897, which applies to the one reformatory school at Jubbulpore, and the Electricity Act, 1910, by which the very small number of public electrical undertakings in the province is governed.

The head of the department is non-technical. Up to 1922 boiler and factory inspection was under the control of one officer. In that year the post of Deputy Director of Industries was abolished in consequence of criticism in the Legislative Council and the officer who held it was appointed Chief Inspector of Boilers, whilst the inspection of factories was separated from that of boilers and entrusted to a Chief Inspector of Factories. These officers control separate branches of the department, and there is a branch dealing with electricity under the Electrical Adviser to Government. The reformatory school is under a local Superintendent.

2. Statement I shows the receipts and expenditure of the department. There has been greater development on the Reserved side than in the sister department of Industries (Transferred). The greatest development has been in the inspection and control of factories and boilers, the latter of which is self-supporting since the revision of fees under the Boilers Act in 1924. The development in these two branches has been primarily due to the revision of legislation dealing with boilers and factories since the Reforms, and not to local causes. The development of electricity has been comparatively small as there are now, in 1928, only seven public electric supply undertakings in the province against one in 1920, and the total capacity of installations is no more than 17,550 kilowatts.

3. Except in 1924 when the whole demand was thrown out in common with other departments the demand of the department has been reduced only in 1922. In that year the demand came under the guillotine, and the total provision of Rs. 32,800 for the Inspectors of Factories and a sum of Rs. 4,000 for the Junior Inspector of Boilers were reduced without discussion and without any indication of the reason, but presumably on the general ground of retrenchment which was the most important issue before the Council that year. The first of these two cuts may have implied dissatisfaction with the administration of the Factories Act, as in the same session a resolution was moved disapproving of the severity with which the new provisions of the Factories Act were being administered. The resolution was lost, but the local Government, after examination of the procedure, issued directions to district magistrates to exercise discretion in prosecuting for trivial offences and to give managers the opportunity of showing cause against prosecution. With this exception the administration of the department has not been affected by Council criticism.

4. Considerable control over factories, boilers and electricity is reserved by the Government of India both by the reservation of the power of legislation and by statutory provisions in the Acts concerned. Thus, the power to make rules under the Factories Act is subject to the control of the Governor General in Council. The local Government has had no occasion for difference with the Government of India in respect of the control thus

exercised, but it appears from the trend of criticism in the Legislative Council that that body would favour relaxation of factory administration rather than stricter control if it were invested with the power of legislation.

5. A brief mention may be made of labour disputes. Since the commencement of the Reforms a total number of 32 strikes has been recorded. These may be classified as follows :—

Cotton mill operatives	... 25
Railway	... 2
Municipal sweepers	... 4
Taxi drivers	... 1

Of these the only ones to arouse any interest in the Legislative Council were the second Railway strike, known as the Kharagpur strike in 1927, which originated outside the province; and the strike of taxi drivers in one of the Berar districts. Neither the department nor any member of the Legislative Council took any share in the settlement of these disputes, and it is only since 1927 that labour unions have begun to be formed in the province. Within the last few months efforts have been made by local politicians in Nagpur to organize labour for political purposes, but the time has not yet come when the labour vote will possess any weight, or be able to exercise any pressure on the administration of the department.

6. The standing committee is the same as for Industries (Transferred). The committee was reconstituted in August 1927 and for administrative convenience the Minister for Agriculture acts as chairman although this involves placing reserved subjects for discussion before a body presided over by a Minister. Only matters involving new expenditure have been placed before the committee and these have been invariably approved.

INDUSTRIES DEPARTMENT (RESERVED).
STATEMENT I.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 153.]

Heads.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28 (Budget estimates).	1928-29 (Budget estimates).	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Reformatory School, Jubbulpore	1,422	2,457	1,261	1,420	1,308	1,684	2,192	2,614	2,000	2,625	
Examination fees	1,184	1,370	820	1,168	1,355	1,815	2,964	3,266	3,500	3,700	
Fees for the inspection of Steam Boilers	23,955	25,142	27,792	28,960	32,342	65,930	61,826	60,438	63,000	64,000	
Electric Inspector and miscellaneous	...	...	...	500	132	1,508	713	1,197	1,100	600	
Total	26,561	28,969	29,883	32,048	35,137	70,937	67,695	67,515	69,600	70,925	
					EXPENDITURE.						
Reformatory School, Jubbulpore	20,517	26,113	26,872	26,537	26,647	26,980	27,789	28,032	29,900	27,000	
Inspector of Factories	...	...	...	7,711	14,657	22,691	28,737	22,004	24,000	23,000	
Inspector of Steam Boilers	30,070	84,544	37,080	45,092	45,174	50,242	57,408	55,654	59,600	58,800	
Electrical Adviser	14,163	22,586	16,682	20,489	20,470	21,103	23,651	26,225	25,800	30,500	
Provincial Statistics	2,458	15,344	8,572	8,682	13,009	15,342	17,024	12,334	17,450	17,400	
Total	67,208	98,587	89,206	1,08,511	1,19,957	1,36,358	1,54,618	1,44,249	1,55,850	1,56,700	

*These two offices were combined up to 1922.

PART XVI.—THE ADMINISTRATIVE RECORD OF THE TRANSFERRED DEPARTMENTS.

273. As already explained elsewhere, the transferred departments were administered by Ministers from the inception of the Reforms until the 27th March 1924, when the Governor assumed charge of them under the Transferred Subjects (Temporary Administration) Rules. He continued in charge until 19th April 1926, when their transfer was suspended under Devolution Rule 6. They were then administered by the Governor in Council until the 1st February 1927, when they again came under Ministers. The following table shows the heads of budget demands which relate to them and the amount under each demand in the 1928-29 budget :—

Number of demand.	Name of demand.	Amount of demand as placed before the Legislative Council.
		Rs.
2	Excise	13,35,000
5	Registration	2,19,130
8	General Administration (Transferred) ...	96,000
12	Scientific departments	28,000
14	Education (Transferred)	63,97,489
15	Medical	16,20,559
16	Public Health	6,64,300
17	Agriculture	17,42,222
19	Industries (Transferred)	2,78,741
22	Civil Works (Transferred)	1,02,37,500
26	Stationery and Printing (Transferred) ...	20,000
28	Miscellaneous (Transferred)	7,71,000

Of these, the following are not treated of in the separate memoranda on the departments which follow :—

- 8.—General Administration (Transferred). The provision under this head is for the salaries and expenses of Ministers only.
- 12.—Scientific Departments. The expenditure under this head is small and of no administrative interest.
- 26.—Stationery and Printing (Transferred). Expenditure under this head is small and of a formal nature.
- 28.—Miscellaneous (Transferred). Practically the whole of the expenditure under this head consists of allotments by Government under the head of the "General Purposes" grant to local bodies. The demand has never been discussed by the Legislative Council. Once in 1927 reduction was moved, but it was lost, and the whole demand, of course, shared the general fate of the budget in 1924. These grants fall under the head of Local Self-Government, which is dealt with in the separate memorandum on the development of representative institutions.

274. The remaining demands are discussed in the separate memoranda which follow under the following heads:—

2.—Excise	...	(1) Excise Department.
5.—Registration	...	(2) Registration Department.
14.—Education (Transferred)	...	(3) Education Department.
15.—Medical	...	(4) Medical Department.
16.—Public Health	...	(5) Public Health Department.
17.—Agriculture	{	(6) Department of Agriculture.
		(7) Veterinary Department.
19.—Industries (Transferred)	...	(8) Department of Co-operative Credit.
22.—Civil Works (Transferred)	...	(9) Department of Industries (Transferred).
		(10) Public Works Department, Buildings and Roads Branch.

Of these departments, Medical, Public Health, Education, and Excise are now in the portfolio of the Hon'ble Minister for Education, and Public Works (Buildings and Roads Branch), Agriculture; Veterinary, Co-operative Credit, and Industries (Transferred) in that of the Hon'ble Minister for Agriculture.

(1) EXCISE DEPARTMENT.

1. The head of the department is the Commissioner of Excise who is a member of the Indian Civil Service; Deputy Commissioners, who are Collectors of Excise within their districts, being subject to his general control and direction in excise matters. He was formerly assisted by a Personal Assistant, but this post was brought under reduction in 1920. His senior technical assistant is the Distillery Expert. In 1921 there were, in addition, six posts of Supervisors whose most important duty was the supervision of the technical side of distillation and distribution of country spirit. These posts also have been brought under reduction and their duties shared by the Distillery Expert, District Excise Officers, and the Superintendent of Excise Crime. The last named is the only officer, excepting the Distillery Expert, between the non-technical head of the department and the district excise staff. In addition to the inspection of distilleries and warehouses he directs the collation and distribution of information regarding excise crime and criminals at headquarters on lines similar to the Criminal Investigation Department Bureau. He also examines and advises on the detective work of the district staff, but has nothing to do personally with the actual detection of crime.

2. Statement I shows the receipts and expenditure of the department. The wide fluctuations on the receipt side are attributable almost entirely to the economic conditions of each year, coupled in 1921-22 with political agitation.

3. The excise policy of the local Government prior to the inception of the Reforms aimed at minimum consumption with maximum revenue. In 1921 in response to the wishes of the Legislative Council the principle of ultimate prohibition was adopted. This involved no alteration, but an extension and acceleration of the policy of reducing consumption by the increase of the cost of excisable articles, and supplemented it by the reduction of facilities for obtaining them, such as the reduction in the number of excise shops, curtailment of the hours of sale, and closure of shops on holidays. The extent to which this policy has been carried out is exhibited in Statements II to VII. The remarkable results achieved are manifest in the consumption of country spirit and drugs. Between 1919-20, the year before the enunciation of the new policy, and 1927 the consumption of country spirit has fallen from 1,370,000 London proof gallons to 452,000; of opium from 37,000 to 25,000 seers; and of ganja from 40,000 to 19,200 seers. These latter figures represent the lowest consumption ever recorded of these excisable articles. Subsequently in the March session of 1927 the member for the Damoh district carried a resolution in the Council demanding the stoppage of the sale of country liquor in the rural area of that district from January 1st, 1928, Government accepted the suggestion and the experiment is now being tried.

4. The excise demand has been reduced by the Legislative Council on the following occasions :—

Year.	Rs.	
1921-22	... 10,800	Reduction of post of Personal Assistant to the Excise Commissioner. He was replaced by converting a part-time Distillery Expert in to a whole-time one.
1922-23	... 25,000	Reduction in the district excise establishment.
1924-25	... ..	The whole demand thrown out in common with other departments.
1925-26	... 3,000	Reduction of one post of District Excise Officer.
1926-27	... ..	The whole demand was refused on constitutional grounds, not on merits.
1928-29	... 5,000	For travelling allowances of district executive establishment—this being part of a general complaint of extravagance in travelling allowances and not levelled at the Excise Department alone.

In view of the misunderstanding about the work of the department prevailing at the time of the introduction of the Reforms, the figures call for no comment. A better understanding now prevails, and it is also beginning to be realized that there is a financial side to the question. Obviously, if the excise revenue is killed, other sources of income will have to be found, or the activities of Government will have to be curtailed.

5. The only legislation attempted by Government since 1921 was the Madak Smoking Bill introduced in the Legislative Council in 1924. This Bill was designed to penalize the smoking of opium in company in pursuance of the principles adopted by the League of Nations. The Bill was thrown out without reference to its merits by the Swarajists in accordance with their programme of opposing all Government measures. Recently a non-official member has given notice of a Bill for the complete prohibition of all madak-smoking which goes further than the Government Bill introduced in 1924. Government has also introduced a redraft of its own Bill. Both these Bills are now before the Council.

6. The standing committee of the department, like other non-statutory departmental committees, contains nine members, of whom three are nominated by the Governor and six by the local Government on the recommendation of the President of the Legislative Council. The committee has met on five occasions and has proved useful to the department. It was not consulted regarding the initiation of prohibition in the Damoh district as non-official opinion had already been expressed in the Legislative Council and the action taken by Government was in accordance with it.

7. In addition to the departmental standing committee public opinion has also been enlisted by the constitution of district, urban and cantonment advisory committees on which representatives of the local bodies, in whose areas the problems of excise administration to be discussed arise, are included. Their principal function was to advise on the number and location of excise shops, but their scope has now been extended to include consultation regarding details of excise administration, such as hours and days of closure of shops and the rates of duties on excisable articles. During the non-co-operation period the local bodies almost unanimously refused to take part in the deliberations of these committees. This attitude has now been replaced by a growing sense of responsibility, and the majority of the committees now exhibit an intelligent appreciation of the practical difficulties of excise administration.

8. The department furnishes an interesting example of the conflict that may arise out of the responsibilities of the Government of India for the control of central subjects, in this case foreign relations, and the operation of purely provincial policy. In order to check the competition of cheap foreign spirit (which is retailed at higher strength) with country spirit,

the duty on which has been enhanced almost up to the customs tariff rate, and licence fees of which have increased while the strength has been lowered, the local Government adopted an arrangement by which foreign liquor licensees were restricted to the sale of higher priced brands approved by the Excise Commissioner. The practice was to maintain a list of the brands so approved and not to admit on it any brands retailed to the trade at prices so low that they could compete with country spirit. Most of the cheaper brands of foreign liquor thus excluded are of German or Javan origin. The Government of India challenged the propriety of the arrangement which they construed as amounting to a discrimination against the products of these particular countries and, therefore, as offending against the British Government's (and therefore the Indian Government's) commitments in international agreements which postulate equality of treatment in trade relations, irrespective of origin. The Government of India suggested that the system of approving brands according to price should be abandoned in favour of the method of fixing minimum prices for retail vends, failing which it would be open to them to exercise their power of control under the Government of India Act and veto the arrangement. The local Government dissented and explained that the system was based not on any discrimination as to national origin but purely on the test of comparative price and was merely an effective way of enforcing minimum prices on the trade. The Government of India, however, adhered to their view of the matter and, without meeting the local Government's objection, expressed the desire that the present system of approved brands should be terminated at the close of the current year.

EXCISE DEPARTMENT.
STATEMENT I.—Receipts and Expenditure.
 [Referred to in paragraph 2 on page 167.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23 (nine months).	1923 (nine months).	1924 (nine months).	1925 (nine months).	1926 (nine months).	1927 (nine months).	Remarks.
I	2	3	4	5	6	7	8	9	10	11	12	13	14
Country spirits -	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Tari	77,05,143	79,62,464	88,06,215	1,10,42,521	1,05,07,248	68,26,036	56,70,118	81,12,603	94,37,100	94,93,586	75,14,975	60,05,559	
Beer	2,31,449	2,45,071	2,50,458	2,85,617	2,45,655	2,59,847	1,96,071	3,94,932	5,47,360	6,08,107	5,32,193	5,05,972	
Beer, wine and spirits (foreign liquor).	30,580	28,079	30,568	23,636	29,241	35,238	34,228	1,12,603	2,17,829	3,21,701	2,77,538	2,41,752	
Commercial spirits including medicated wines.	165	165	185	225	315	275	180	433	315	295	595	745	
Opium	22,05,045	23,31,730	23,44,742	24,09,763	25,04,479	22,57,646	18,71,506	25,29,090	28,18,893	43,30,919	42,34,709	38,46,612	
Hemp drugs	8,87,016	8,94,310	8,88,964	10,29,089	11,67,652	10,52,293	9,03,728	12,79,127	14,03,591	16,17,059	15,67,772	14,62,265	
Licence fees for sale of cocaïne, etc.	30	15	20	10	35	23	20	50	20	35	60	60	
Fines and forfeitures	19,934	1,727	2,690	5,396	4,833	2,136	4,099	10,546	8,643	9,851	16,328	13,350	
Miscellaneous	9,394	28,639	30,214	37,693	51,985	15,214	16,851	29,777	29,188	48,874	62,711	42,524	
Total	1,10,88,818	1,14,92,212	1,23,54,056	1,48,33,950	1,45,11,443	1,04,49,314	86,96,801	1,24,69,161	1,44,55,939	1,64,30,427	1,42,06,877	1,21,18,839	
Salaries and establish- ment.	3,53,067	3,77,096	4,10,563	4,43,036	5,69,072	5,65,599	4,00,683	5,15,171	5,03,404	5,20,907	5,23,386	5,17,967	
Allowances	52,990	59,415	73,513	93,712	94,461	1,05,226	67,818	93,524	1,29,110	1,31,664	1,29,633	1,28,895	
Supply and Services—	22,417	11,195	10,310	11,396	14,130	16,011	17,712	33,401	43,821	43,574	48,037	35,491	
Rewards	6,041	9,259	9,479	4,010	3,905	1,353	334	1,280	1,335	1,286	2,358	3,518	
Construction and repairs of buildings.	1,086	2,199	2,004	1,492	2,351	4,011	1,746	5,757	5,926	6,415	5,879	4,691	
Other charges	26,499	29,186	32,623	37,512	48,527	49,425	28,249	35,511	37,357	42,513	48,016	39,289	
Contingencies and special charges.	...	...	...	...	...	...	...	...	...	10,21,560	8,55,374	7,63,521	
Cost of opium supplied to Excise Depart- ment.	...	...	...	...	...	...	...	...	...	23,187	37,982	37,768	
Cost of genja pur- chased.	...	...	...	...	...	...	...	...	...	1,577	308	507	
Cost of bhang pur- chased.	...	...	...	...	...	...	...	...	...	...	...	...
Refunds	5,677	3,068	6,320	*7,44,703	1,51,335	7,572	6,443	7,550	2,869	...	1,391	2,044	
Assignments and com- pensations.	...	...	...	...	...	...	...	...	...	...	...	...
Total	4,57,727	4,90,418	5,44,812	13,35,891	8,83,781	7,49,197	5,22,990	6,92,194	7,23,822	17,93,059	16,52,364	15,33,691	
Net Revenue	1,06,31,091	1,10,01,794	1,18,09,244	1,34,98,059	1,36,27,662	97,00,117	81,73,811	1,17,76,967	1,37,32,117	1,46,37,368	1,25,54,513	1,05,85,148	

*Includes Rs.
7,40,237 on ac-
count of compen-
sations to Dis-
tillers at the
revised rates of
cost price.

EXCISE DEPARTMENT.

STATEMENT II.—*Issue prices of Exciseable articles.*

[Referred to in paragraph 3 on page 167.]

Year.	Rural.		Urban.		
	Minimum.	Maximum.	Minimum.	Maximum.	Average.
1	2		3		4
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
(1) <i>Country Spirit (per proof gallon).</i>					
1916-17	0 15 0 (Chhattisgarh.)	10 5 0 (Cotton districts.)	2 11 0 (Plateau districts.)	13 12 0 (Cotton districts.)	4 13 9
1920-21	2 8 2 (Plateau.)	14 7 8 (Cotton.)	3 6 3 (Plateau.)	14 7 8 (Cotton.)	6 3 3
1927	1 9 0 (Chhattisgarh.)	21 14 0 (Cotton.)	6 14 0 (Plateau.)	23 2 0 (Cotton.)	7 14 6

(2) *Out-still area not under Issue Price.*

Area in square miles.

1916-17	13,384	{ Chhattisgarh ... 6,520 Plateau ... 4,532 Cotton (Chanda) ... 2,332
1920-21	7,401	{ Chhattisgarh ... 2,670 Plateau ... 3,580 Cotton (Chanda) ... 1,151
1927	6,077	{ Chhattisgarh ... 2,670 Plateau ... 2,256 Cotton (Chanda) ... 1,151
1928	6,021	{ Chhattisgarh ... 2,670 Plateau ... 2,200 Cotton (Chanda) ... 1,151

(3) *Opium and Hemp Drugs (rupees per seer).*

Year.	Opium.	Ganja.
	Rs.	Rs.
1916-17	35	11 to 14
1920-21	45	20
1917	80	45
1928	85	50

(4) *Tree tax on Tari (rupees per tree).*

Year.	Minimum.	Maximum.
	Rs.	Rs.
1916-17	1	1
1920-21	1-8	2
1927-28	*1	6

*For area newly brought under tree tax system.

EXCISE DEPARTMENT.

STATEMENT III.—*Strength of liquor.—Number of districts or parts of districts supplied with the different strengths.*

[Referred to in paragraph 3 on page 167.]

Year.	25° U. P.	30° U. P.	35° U. P.	45° U. P.	60° U. P.	65° U. P.	
1	2	3	4	5	6	7	
1916-17	...	All.	Nil.	Nil.	6	All	Nil.
1920-21	...	Nil.	All.	14	6	All	Nil.
1927	...	Nil.	Nil.	Nil.	7*	17	7†
1928	...	Nil.	Nil.	Nil.	6*	17	7†

*All cotton districts except Chanda.

†Small areas near the border of Indian States or near mining camps.

EXCISE DEPARTMENT.

STATEMENT IV.—*Number of retail shops.*

[Referred to in paragraph 3 on page 167.]

	1916-17.	1920-21.	1927.
1	2	3	4
Country spirit ...	3,622	3,457	2,238
Opium ...	1,067	1,069	934
Ganja ...	1,055	1,065	833
Bhang ...	45	52	53
Tari ...	505	465	404
<i>Foreign liquor shops.</i>			
F. L. I. (off) ...	37	39	34
F. L. II. (on) ...	32	32	8
F. L. III. (Hotel or Refreshment room and Dāk Bungalow.)	11	22	21

EXCISE DEPARTMENT.

STATEMENT V.—*Number of country spirit shops in urban areas licensed for sale in sealed bottles for consumption off the premises.*

[Referred to in paragraph 3 on page 167.]

Year.	Number of towns concerned.	Total No. of shops licensed for exclusive sale in sealed bottles.	Number of towns concerned.	Total No. of shops licensed for sale both in sealed bottles and bulk.
1	2	3	4	5
1916-17	...	1	2	21
1920-21	...	1	7	45
1927	...	23*	4	7
1928	...	35	Nil.	Nil.

*Of these towns all except three (Jubbulpore, Chhindwara and Ellichpur) have only exclusive sealed bottle shops.

EXCISE DEPARTMENT.

STATEMENT VI.—*Limits of individual possession of Excisable articles.*

[Referred to in paragraph 3 on page 167.]

Year.	Foreign liquor.	Country spirit.	Tari.	Opium.			Ganja.	Bhang.	Charas.	
				Pure.	Preparations for smoking.					
					By one person.	By two or more persons.				
1	2	3	4	5	6	7	8	9	10	
1916-17	...	Two imperial gallons.	One reputed quart.	Four reputed quarts.	360	90	180	540	...	180
1919-20	...				360	90	180	540	3,600	180
1923	...				180	45	80	360	...	90
1927	...				90	30	60	360	...	Nil.
Number of grains ... One tola-180 grains.										

EXCISE DEPARTMENT.

STATEMENT VII.—*Incidence of consumption of Excisable articles per hundred of the population.*

[Referred to in paragraph 3 on page 167.]

Year.		Country spirit.	Opium.	Ganja.	Remarks.
1		2	3	4	5
		Proof gallons.	Seers.	Seers.	
1916-17	...	8.43	0.34	0.28	
1920-21	...	7.46	0.27	0.23	
1927	...	3.31	0.18	0.14	

(2) REGISTRATION DEPARTMENT.

1. Prior to the Reforms the Registration Department was administered by an Inspector-General who held, in addition, the posts of Inspector-General of Assessed Taxes (Income-tax, Superintendent of Stamps, Registrar-General of Births, Deaths and Marriages, Registrar of Joint Stock Companies, and Chief Customs Authority. Under the Reforms Income-tax became a "central" subject and the administration and control of that department passed into the hands of the Government of India. For a time control was vested in the same officer, but both the reorganization and expansion of the Income-tax Department and the difficulties attendant upon the responsibility of the officer in charge to the Government of India as well as to both the reserved and transferred sides of the local Government soon made a separation of the departments inevitable. Accordingly in 1922 a separate officer was appointed as Income-tax Commissioner and the remaining departments were split up, Registration and Births, deaths and Marriages being assigned to the Director of Land Records and Commissioner of Settlements in whose charge they have remained ever since.

The strength of the department is shown in Statement I. The statement does not include District Registrars. In each district a member of the Provincial Civil Service, usually the headquarters Treasury Officer, is appointed District Registrar in addition to his ordinary duties. The duties do not permit him to undertake the full responsibility for supervision of registration offices, and he shares the work of inspection with three out of the four Inspectors whose time is wholly devoted to the performance of this duty. The marked reduction in the number of Sub-Registrars and subordinate staff is due to the closure of offices to which reference will be made later.

2.—Statement II shows the receipts and expenditure of the department. Whilst receipts have slightly increased during the period of the Reforms expenditure has decreased. The general revision of pay of the establishment was accomplished in 1920-21, and expenditure thereupon reached its peak in that year. The reduction that has taken place since then is due to economies in working, of which the most important has been the closure of offices. The department contributes a surplus of receipts over expenditure to the provincial revenues.

The Registration demand has been reduced in one year only, 1922, when as already mentioned the provision for a Personal Assistant to the Inspector-General amounting to Rs. 5,000 was cut out.

3. The policy of retrenchment which has been the most notable feature in the administration of the department was initiated in response to the insistent demand for economy called forth by the prevailing financial stringency. Commencing from 1923 a start was made with the abolition of lightly-worked outlying registration offices and the distribution of their work amongst more centrally-situated offices. The objects sought to be attained were firstly, economy, and secondly, improvement in control and supervision. The factor limiting its extension is the convenience of the people. With the improvement of communications it is becoming increasingly easier for parties to registration to travel the longer distances to the more central registration offices. But as each office was abolished some local inconvenience was necessarily caused. This was occasionally brought to the notice of Government by questions in the Legislative Council and it has throughout been evident that the abstract principle of economy has had less appeal to members than the local pressure for restoration of more conveniently-situated offices. This pressure has noticeably increased in the present Council with the result that the pendulum has commenced to swing in the opposite direction and the local Government agreed to restore two of the offices closed in the Yeotmal district. A token cut of Re. 1 moved by a member from that district in March 1928 was thus avoided.

REGISTRATION DEPARTMENT.

STATEMENT I.—*Establishment of the Registration Department.*

[Referred to in paragraph 1 on page 174.]

Year.	Inspectors.	Sub-Regis- trars.	Moharirs.	Peons.	Remarks.
1	2	3	4	5	6
1920-21	...	4	120	82	131
1921-22	...	4	120	82	131
1922-23	...	4	119	82	131
1923-24	...	3	119	82	127
1924-25	...	3	116	81	127
1925-26	...	4	98	77	107
1926-27	...	4	89	72	105
1927-28	...	4	87	72	103

(3) EDUCATION DEPARTMENT.

1. Personnel of the Department.—The Director of Public Instruction is the head of the department and also Secretary to the local Government. The Indian Educational Service has been dealt with in the Memorandum on the development of Education in the Central Provinces and Berar Statistics which refer to the Provincial Educational Service (Statement I) and Subordinate Educational Service (Statement II) are, however, given here, as expenditure on these Services is voted by the Legislative Council whose influence is, therefore, more direct and immediate, *e.g.*, the resolution of the Council that additional high schools shall be started in Berar is reflected in the Upper Division cadre of the Subordinate Educational Service in 1926-27.

2. Receipts and Expenditure.—Reference is again invited to the statistics in the Memorandum on the development of Education. Certain analyses of expenditure are now given here, which deal with the total expenditure for 1917-18, 1920-21, 1923-24, 1926-27 according to—

- (i) institutions under different forms of management (Statement III);
- (ii) sources of funds concerned (Statement IV);
- (iii) stages of education (Statement V).

Further it will be seen that the total expenditure on education has more than doubled since 1917-18 and that the increase since 1920-21 is more than 45 per cent of the total for that year. As far as Government funds are concerned the department has been generously treated and it has rarely been necessary to present supplementary demands to the Council (*vide* Statement VI).

Though the budget sessions of the Legislative Council have produced notices of many cuts, few of these have been moved and fewer still passed. The work of the department has not been affected appreciably. In 1924 when the whole budget was thrown out the Governor authorized all the expenditure with the exception of Rs. 39,780 which was mostly for non-recurring expenditure and did not affect the carrying on of the work of the department. In 1927 a token cut of Re. 1 was carried on the reserved side as a protest against differentiation between European and Indian children in the matter of grants; the Nagpur University grant was reduced by Rs. 5,000; a lump reduction of Rs. 1,000 was made to voice a number of criticisms on departmental policy; and two cuts of Rs. 6,275 and Rs. 100 were passed without discussion. The cut of Rs. 5,000 passed in connection with the University grant prevented the University from holding the annual athletic meeting that year. In 1928 the budget was once more passed without reduction.

3. Resolutions of the Legislative Council.—A summary of these, with the action taken thereon, is given in Statement VII. Resolutions which were withdrawn or lost and resulted in no action on the part of Government have been omitted. Fuller reference has been made to the most important of the results in the Memorandum on the development of Education. It will be seen that Government has always endeavoured to carry out the expressed wishes of the Council.

4. Standing Committee for Education.—The first standing committee of the department was formed in 1921 and consisted of 15 members selected by His Excellency the Governor acting with the Education Minister. The latter was President and the Director of Public Instruction was Secretary of this committee. There were three Muhammadans, 10 Hindus and one depressed class member. The functions of the committee were advisory. It was originally proposed to work by sub-committees for (1) Primary, (2) Secondary and University education, and (3) Administration; but this arrangement was subsequently discarded and matters were placed before the committee as a whole. The following topics were among those referred to:—

- (1) All items and schemes of new expenditure involving budget provision for fairly large sums, *e.g.*, Rs. 10,000, and for many smaller sums involving questions of policy.

- (2) Press communiqué and memorandum regarding curricula in schools and the committee's report, *vide* Memorandum on development of Education.
- (3) Duties and powers of school committees.
- (4) Reorganization of the administrative side of the department (Director of Public Instruction's scheme).
- (5) Fixing rates and kinds of scholarships to be awarded.
- (6) Possibility of forming a joint cadre for all vernacular teachers in district council and municipal service.
- (7) Appointment of lecturers for the Law College.
- (8) Expenditure by municipalities on secondary education.
- (9) Distribution of grants-in-aid.
- (10) Attendance of pupils at public meetings.
- (11) Cost of living to boarders in Government school hostels.
- (12) The High School Education Bill.
- (13) The report of the committee on the education of members of the depressed classes.
- (14) Raising hostel and tuition fees.
- (15) Amendment of the Central Provinces Primary Education Act.
- (16) Selection of newspapers, etc., for use in local body schools.

The next standing committee was appointed in 1924 and differed but little in constitution from the former body. It considered only items of new expenditure.

In August 1927 a new standing committee was appointed and consisted of six members nominated by Government on the advice of the President of the Legislative Council from amongst the non-official members, and three members (the Education Minister, the Education Secretary and the Chief Secretary) nominated by His Excellency the Governor.

In addition to items of new expenditure, the following topics were referred to them :—

- (1) Selection of newspapers by local bodies for use in schools.
- (2) The transfer of deputy inspectors from Government to local body service.
- (3) The admission of private candidates to examinations.
- (4) The introduction of a conscience clause regarding religious instruction as a condition of grant to Mission schools and colleges.

These standing committees have in no case rejected items of new expenditure proposed by the department, and placed before them for approval previous to inclusion in the budget ; but experience has shown that a member's support in the standing committee should not be taken as implying his support to the same item in the Council hall.

5. **The Legislative Council.—Resolutions and Questions.**—A table of statistics (Statement VIII) showing the number of questions asked and the number of resolutions tabled, referring to the Education Department, at each session of the Council is given. The year 1927 with 312 questions and 100 resolutions easily holds the record. Many of the questions are of very local interest and ignore the existence of, and necessity for, definite policies by asking for special treatment. They could often with more profit be addressed to the district council or municipality concerned. Again there is a marked tendency to ask for information regarding the selection or non-selection of candidates for certain posts and for detailed reasons for orders of punishment passed on departmental inquiries. The recent growth of vernacular school teachers' unions has led to frequent questions as to whether Government is prepared to improve existing scale of pay for Government and local body employees.

6. **Legislation.**—The Central Provinces Primary Education Act was introduced in the pre-Reform Legislative Council in 1919 and passed in 1920. It followed the lines of similar acts in other provinces and rendered

it permissible for local bodies if they so wished to compel attendance of pupils at primary schools for a period of not less than five nor more than seven years, commencing from an age to be fixed by the local Government.

In 1921 the Curricula Committee recommended that the primary course should be reduced from five to four years. It was also noted that the 1920 Act did not permit of the introduction of compulsion by stages beginning at the lowest age and retaining pupils till they had completed the primary school course. Consequently boys of 10 or 11 years of age entered the infant class to leave on attaining the age at which compulsion (11 or 12 years) ceased, only a few weeks later on. A Bill to remedy these defects in the original Act was introduced to the Council in 1926 and was passed in 1927. It is now under consideration to introduce a Bill giving Government authority to compel a local body to introduce compulsory primary education in a stated area.

For the history of the Nagpur University Act, the High School Education Act and the five separate amending Bills to the latter now before the Council, reference is invited to the Memorandum on the development of Education.

EDUCATION DEPARTMENT.

STATEMENT I.—*Central Provinces Educational Service (Men's Branch).*

[Referred to in paragraph 1 on page 177.]

—	Total number of posts.	Administrative posts.	Collegiate posts.		Remarks.
			Arts.	Science.	
1	2	3	4	5	6
1914-15	22	9	8	5	A re-organization was effected and certain posts of Head Masters of High Schools and Superintendents of Normal Schools were transferred from the Subordinate Educational Service to the Provincial Educational Service (Administrative Branch).
1919-20	53	24	22	7	
1923-24	57	23	27	7	
1926-27	68	25	33	10	
Central Provinces Educational Service (Women's Branch).					
1914-15	6	6	...	...
1919-20	6	6	...	...
1923-24	6	6	...	...
1926-27	7	7	...	...

EDUCATION DEPARTMENT.

STATEMENT II.—*Statement showing the cadre and the number of Hindus and Muhammadans in the Subordinate Educational Service.*

[Referred to in paragraph 1 on page 177.]

Year.	Number of posts sanctioned.			Hindus.		Muhammadans.		Remarks.
	Upper Division.	Lower Division.	Total.	Upper Division.	Lower Division.	Upper Division.	Lower Division.	
1	2	3	4	5	6	7	8	9
1914-15	202	323	525	186	279	16	44	
1919-20	330	413	743	308	344	22	69	
1923-24	347	430	777	326	370	21	60	
1926-27	388	432	820	357	363	31	69	

EDUCATION DEPARTMENT.

STATEMENT III.—*Distribution of expenditure according to management.*

[Referred to in paragraph 2 on page 177.]

	1916-17.		1917-18.		1920-21.		1923-24.		1926-27.	
	E. expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.
I	2	3	4	5	6	7	8	9	10	11
Total expenditure in—	Rs.		Rs.		Rs.		Rs.		Rs.	
1. Government institutions	9,26,421	18·92	10,35,895	19·61	19,60,934	25·17	21,08,591	23·86	23,11,920	20·35
2. Local Body "	16,75,438	34·21	17,95,817	33·99	28,42,775	36·49	33,23,188	37·62	37,28,472	32·81
3. Private Aided "	7,29,907	14·90	7,82,647	14·81	9,87,095	12·67	1,80,569	12·23	11,99,168	10·55
4. Private Un-aided "	76,724	1·56	80,607	1·52	69,696	·89	73,181	·85	1,15,111	1·01
5. Indirect expenditure "	14,87,826	30·41	15,88,722	30·07	19,30,833	24·78	22,48,244	25·44	40,09,262	35·28
Total from all sources	48,96,316	100·00	52,83,688	100·00	77,91,333	100·00	88,35,773	100·00	1,13,63,933	100·00

EDUCATION DEPARTMENT.

STATEMENT IV.—Distribution of expenditure according to sources.

[Referred to in paragraph 2 on page 177.]

Sources.	1916-17.		1917-18.		1920-21.		1923-24.		1926-27.	
	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.
1	2	3	4	5	6	7	8	9	10	11
1. Government funds	Rs. 15,96,198	32.60	Rs. 30,23,586	57.23	Rs. 48,88,893	62.75	Rs. 53,02,455	60.01	Rs. 71,73,592	63.13
2. District Council funds	16,53,937	33.78	6,45,695	12.22	10,20,098	13.09	12,59,649	14.26	13,53,695	11.91
3. Municipal funds	5,58,145	11.40	4,53,926	8.69	5,16,839	6.63	6,93,159	7.84	7,37,953	6.19
4. Fees	5,72,955	11.70	6,31,192	11.94	7,27,846	9.34	8,60,767	9.74	11,81,573	10.40
5. Miscellaneous	5,15,081	10.52	5,24,289	9.92	6,37,657	8.19	7,19,743	8.15	9,16,820	8.07
Total	48,96,316	100.00	52,83,688	100.00	77,91,333	100.00	88,35,773	100.00	1,13,63,933	100.00

EDUCATION DEPARTMENT

STATEMENT V.—Distribution of expenditure according to stages of education.

[Referred to in paragraph 2 on page 177.]

Sources.	1916-17.		1917-18.		1920-21.		1923-24.		1926-27.	
	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.	Expenditure.	Percentage of total.
1	2	3	4	5	6	7	8	9	10	11
	Rs.		Rs.		Rs.		Rs.		Rs.	
Buildings, etc.	6,48,033	13.24	6,86,899	13.00	6,63,181	8.51	6,91,385	7.83	24,57,838	21.63
Direction and Inspection	3,44,179	6.03	3,29,531	6.24	5,29,237	6.79	4,74,943	5.38	5,42,452	4.77
Miscellaneous	4,95,614	10.12	5,72,292	10.83	7,38,415	9.48	10,81,416	12.24	10,08,972	8.88
University	...	...	...	...	...	...	42,646	.48	99,994	.88
Colleges	2,90,489	5.93	3,13,710	5.94	5,75,939	7.39	6,09,603	6.90	7,04,253	6.20
High Schools	3,61,810	7.39	4,02,164	7.61	4,90,306	6.29	5,93,407	6.71	6,95,392	6.12
Middle Schools	8,97,591	18.34	9,76,309	18.48	16,66,637	21.39	18,27,133	20.68	20,18,910	17.76
Primary Schools	16,14,705	32.98	17,18,396	32.52	25,39,062	32.59	29,31,384	33.21	32,60,740	28.70
Special Schools	2,43,59	4.97	2,84,387	5.33	5,83,556	7.56	5,80,356	6.57	5,75,382	5.06
Total	48,96,316	100.00	52,83,688	100.00	77,91,333	100.00	88,35,773	100.00	1,13,63,933	100.00

EDUCATION DEPARTMENT.

STATEMENT VI.—Statement showing the expenditure of Government Funds in the Education Department from 1916-17 to 1928-29.

[Referred to in paragraph 2 on page 177.]

Year.	Reserved.	Transferred.	Supplementary demands.	Reasons.	
1	2	3	4	5	
	Rs.			Rs.	
1916-17	...	29,96,350	1925-26 ... 1. Grant to Nagpur University for Library building.	65,000	
1917-18	...	34,54,339		There was already a proposal before the local Government and the Government of India remission of 9 lakhs helped the situation.	
1918-19	...	37,71,850			
1919-20	...	40,73,461			
1920-21	...	50,92,876			
1921-22	1,50,859	46,79,967	2. Building grant to non-Government Secondary Schools in Berar on half grant basis.		50,000
1922-23	1,47,217	51,52,720		From the Government of India remission of 9 lakhs as a special case. Unforeseen new expenditure.	
1923-24	1,33,334	47,63,759			
1924-25	1,38,730	47,54,376	3. Refunds of revenue ...		1,000
1925-26	1,25,491	51,11,572	1927-28 ... 1. Grant for Compulsory Primary Education.	6,122	
1926-27	1,35,833	60,00,886		The schemes were not ready at the time of preparing budget.	
1927-28	1,32,999	53,11,000 Revised.			
1928-29	1,55,000	66,72,000 Estimated.	2. Maintenance grant to Hindi Bhashi Sangh Anglo-Vernacular Middle School.		1,764
			3. Professors of Hindi and Marathi for the Robertson College, Jubbulpore, and Morris College, Nagpur, respectively.		3,000
			4. Personal Assistant to Director of Public Instruction.	226	
				On the recommendation of the Legislative Council.	
				The total provision was cut out by the Legislative Council. The post was therefore abolished from 15th March 1927 and provision was required for the 1st 14 days of March 1927.	

EDUCATION DEPARTMENT.

STATEMENT VII.—*Statement of Council Resolutions.*

[Referred to in paragraph 3 on page 177.]

Date.	Purport of Resolution.	Attitude of Government.	Action taken by Government.
1	2	3	4
27th January 1921	To appoint a Committee to revise curricula of Primary and Secondary Schools.	Accepted	Committee appointed and revised curricula introduced in 1923, <i>vide</i> memorandum on development of education.
28th January 1921	To require the Central Provinces Students' Advisory Committee to collect information on technical and industrial courses in Japan, America and Germany and to encourage Indian students to enter such vocations.	Fuller information than the Committee possessed was desirable though very few inquiries for such courses were received. Enquiry should be widened to all industrial foreign countries. This was accepted by the Council.	Government carried out its proposals, obtained the information and offered industrial and technical scholarships tentable abroad.
3rd March 1921	To increase salaries of teachers in Government Vernacular Schools by Rs. 5 per mensem.	Government opposed on the grounds that Government teachers were far better off than local body teachers. To increase pay of former would raise grave financial difficulties for local bodies who already found teachers unwilling to enter their service. Government was prepared to take up revision of pay of women teachers in Government Girls' Normal Schools. Resolution was carried.	Pay of lowest grade of women teachers was raised by Rs. 3 and cadre revised.
16th March 1921	To appoint Committee to inquire into problems of the Depressed Classes.	Government offered to accept the resolution if the terms of enquiry were limited to— (1) Employment in public services. (2) Facilities for industrial and technical education. Government proposals were accepted.	The Committee was appointed and reported in 1922. (<i>Vide</i> memorandum on development of education.)
Do.	To appoint a Committee to revise the rule of Education Manual requiring pupils not to attend political meeting, etc.	The matter could be dealt with by the Legislative Council Standing Committee for Education. Resolution withdrawn.	The rule was subsequently removed.
2nd August 1921	To introduce legislation for the establishment of a Central Provinces University.	Government promised to introduce legislation. Resolution was carried.	The Bill was placed before the Council and the University established.
3rd August 1921	To combine the duties of Assistant Director of Public Instruction and Inspector of European Schools and of Science in one officer of the Indian Educational Service.	Government opposed the resolution. Both posts were necessary. Re-organization of the administrative agencies of the department was under consideration at present. The resolution was passed.	The post of Inspector of European Schools was abolished and the duties combined with those of Deputy Director of Public Instruction under orders of Secretary of State for India.
4th August 1921	To abolish the distinction between the Provincial Educational Service and Indian Educational Service and pending orders, to stop Indian Educational Service recruitment.	Government opposed the resolution. The resolution was passed.	<i>Nil.</i>
6th August 1921	To fill four vacant posts of High School Head Masters in the Indian Educational Service cadre, by four Provincial Educational Service officers.	Government accepted the resolution.	
11th August 1921	To impart Secondary Education through the medium of the pupils' mother tongue, but to make English a compulsory subject of study.	A Committee was considering the matter. Resolution withdrawn.	The vernaculars were adopted as the medium of instruction in Government High and Anglo-Vernacular Middle schools. In Non-Government schools, the matter was left to the discretion of the managers. In certain large Government High Schools, one section might be taught through English if parents demanded it. This policy was introduced in 1922.

STATEMENT VII.—*Statement of Council Resolutions—concl'd.*

Date.	Purport of Resolution.	Attitude of Government.	Action taken by Government.
1	2	3	4
12th August 1921...	To remove the age limit of 20 years at which pupils may not continue to be on the rolls of Government Secondary Schools.	Government was prepared to relax the rule provided preferential admission, etc., was given to pupils below 20 years of age. The resolution was lost.	Government revised the rule as promised.
13th August 1921...	To discontinue scholarships reserved for sons of Government servants tenable in Secondary Schools.	Left matter to the decision of the Council. The resolution was withdrawn.	These scholarships were thrown open to general competition.
Do. ...	To prepare a ten year programme for the expansion of Primary Education to provide for every village and rural area.	A programme should be prepared. The Council should fix the rate of progress. The resolution was adopted.	A Committee was formed and a report presented to Government estimating the total cost and method of providing for compulsory primary education through the province. No further action has been taken.
14th September 1922.	To place Deputy Inspectors of Schools under the control of District Councils.	Government proposed to adopt the policy on an experimental scale. Resolution withdrawn.	Carried out in four districts. Future policy now under discussion.
15th September 1922.	To open commercial classes in the Government schools at Nagpur, Jubbulpore and Amraoti.	Commerce was proposed as a subject for the High School Certificate Examination. A Committee on Vocational Education was about to meet. Resolution withdrawn.	A syllabus in Commerce as a subject of study for the High School Certificate Examination has been issued.
8th March 1924 ...	To grant preferential admission to pupils of Depressed Classes to the Patwardhan High School, Nagpur, without reference to marks obtained in examinations.	Government opposed the resolution on grounds of equality of treatment for all in Government Schools. Resolution carried.	12 per cent of vacant places in Classes V and IX were reserved for Depressed Class pupils who had passed the Primary Certificate Examination or the High School Entrance Examination.
20th March 1925 ...	To establish Shooting Clubs in connection with High Schools and Colleges.	Requested that orders of Government of India on the report of the Auxiliary and Territorial Forces Committee should be awaited. Resolution carried.	No action.
Do. ...	To open High School classes at five towns in Berar.	Revision of the policy of one Government High School in each district should await the appointment of Ministers. Resolution carried.	High Schools have been opened in four towns.
6th August 1925 ...	To increase Government grant towards the cost of compulsory Primary Education, from $\frac{1}{4}$ to $\frac{1}{3}$ rd of the extra cost.	Government promised to enquire into financial resources of Local Bodies and their educational needs and to review system of grants. Resolution withdrawn.	Matter still under consideration.
21st March 1927 ...	To allot Rs. 15,000 to Central Provinces and Berar Mass Education Co-operative Society towards initial expenditure on a scheme supported by that society.	The problems of adult education should be considered by a Committee which should make recommendation for the extension of the movement. Resolution carried after modification.	The Committee was appointed by the Legislative Council but did not approve of the scheme in question. Further action is under consideration.
Do. ...	To allow any private candidate to appear at Primary Certificate Examination. High School Entrance Examination or High School Certificate Examination. To allow Head Masters to admit private candidates to schools. To allow pupils failing at the annual promotion examination of any class, which is held before the hot weather vacation, to reappear at an examination after the vacation.	Existing rules provide for private candidates at the Primary Certificate Examination. The High School Entrance Examination does not give a qualification for appointments. Private candidates can be admitted to High Schools under existing rules. <i>Bona fide</i> private candidates are admitted to the High School Certificate Examination already. Resolution carried after dropping last clause.	The High School Board rejected the proposal as applied to the High School Certificate Examination. The remainder of the resolution is under consideration by the Educational Standing Committee of the Legislative Council.
22nd March 1927...	To establish a Medical College in Central Provinces.	A Committee should be appointed to consider the question. Resolution carried.	The Committee has been appointed and its report is awaited.
12th August 1927...	To convert the Government Anglo-Vernacular Middle School, Narsinghpur, into a High School.	A Mission High School met the existing needs of the town. If the Mission closed down as was removed Government would consider the proposal. Resolution carried.	A Government High School is being opened.

EDUCATION DEPARTMENT.

STATEMENT VIII.—Statement showing the number of Council Questions asked and Resolutions proposed to be moved in the Legislative Council from 1921 to 1928.

[Referred to in paragraph 5 on page 178.]

Serial No.	Session.	Number of Council Questions asked.	Number of Resolutions proposed to be moved.	Remarks.
1	2	3	4	5
1	January and March 1921	41	8	
2	August 1921	88	13	
3	November and December 1921	82	4	
	Total	211	25	
4	March 1922	35	1	
5	September 1922	55	3	
6	November 1922	37	6	
	Total	127	10	
7	January 1923	55	9	
8	March 1923	20	14	
9	August 1923	30	7	
	Total	105	30	
10	January 1924	10	Nil.	
11	March 1924	9	1	
	Total	19	1	
12	March 1925	26	10	
13	July 1925	51	8	
14	August 1925	36	...	
	Total	113	18	
15	March 1926	78	22	
	Total	78	22	
16	January 1927	...	...
17	March 1927	127	40	
18	August 1927	185	60	
	Total	312	100	
19	January 1928	74	7.	
20	March 1928	17	Nil.	
	Total	91	7	
	GRAND TOTAL	1,056	213	

(4) MEDICAL DEPARTMENT.

1. The head of the department is the Inspector-General of Civil Hospitals, who hitherto has always been, and is at present, a Colonel of the Indian Medical Service. Before the war the superior posts in the department were filled in the main by officers of the Indian Medical Service. There were also six military and two civil assistant surgeons holding superior posts. During the war most of the I. M. S. officers were withdrawn for military duty, and their places filled temporarily by civil assistant surgeons, promoted for the purpose. Since the war the I. M. S. has failed to attract enough recruits to allow the military authorities to spare officers for civil employ. At the same time the Government of India was not in a position until a few months ago to define its policy with regard to the obligations of the provinces in the matter of finding employment for the medical war reserve. The result has been a long period of makeshift arrangement—the superior posts being reserved technically for I. M. S. officers, but being filled temporarily by promoted civil assistant surgeons, with as a whole a less efficient training, less up to date qualifications, and a narrower experience. Recently the Government of India has issued orders reserving only 7 Civil Surgeoncies for officers of the I. M. S., and those Europeans, but at the present moment only 7 are available, of whom 2 are on leave. No more are likely to be available and the position is not a satisfactory one, except in so far as the local Government is now at liberty to start constituting a service to man the Civil Surgeoncies, other than the reserved ones, and this matter is now in hand. It has also to be recorded that Military Assistant Surgeons are no longer being recruited. Their present number in the province is 3.

2. The statement of receipts and expenditure of the department (Statement I) shows that it has been well treated in the matter of funds during the Reforms. The demand of the department has been reduced once only in 1921 (excluding the year 1924 when the whole budget was thrown out) when a cut of Rs. 4,800 in respect of the salary of the Deputy Superintendent, Robertson Medical School, was carried. The post was in consequence, abolished. The rejection of the budget in 1924 resulted in a complete stoppage of progress for that year only. A large number of items of new expenditure have been placed before the standing committee of the department and have been almost without exception approved and included in the budget, except in the first three years of the Reforms, when a few items were disapproved on account of financial stringency. With the revival of the Ministry 26 items of new expenditure, involving a total sum of Rs. 92,279 recurring and Rs. 10,54,999 non-recurring were placed before the committee in 1927-28. Only one item involving a sum of Rs. 3,400 was disapproved and that only because the committee considered that a part of the cost should be borne by the municipal committee concerned. Of the expenditure thus approved by the committee a sum of Rs. 4,52,958 was included in the budget for 1928-29 and passed by the Legislative Council. The Legislative Council has always been ready to support expenditure on the department.

3. During the Reforms pressure has been exerted on the Government to associate private practitioners in the work of medical relief. Provision was accordingly made by which local bodies might transfer the management of dispensaries to private practitioners. One municipal committee took advantage of this scheme, but subsequently resumed control, and at the present moment there are only two dispensaries managed by private practitioners. The association of private practitioners as honorary workers in the larger hospitals has been more successful.

4. The progress made by the department may be judged firstly from Statement II which shows the number of patients treated and operations performed. It will be observed that between 1911 and 1920 there was a steady advance. Between 1921—23, the first years of the Reforms, there was a decrease, due to political agitation, in the number of patients treated, but since then there has been continuous improvement. In 1923, in pursuance of the policy of devolution pursued by the then Minister, the transfer of dispensaries to local bodies was initiated, the terms of transfer being outlined in a letter of the local Government issued in May 1923. The

transfer was not compulsory on the local bodies, but optional. Since then all dispensaries in Berar, eligible for transfer, have been taken over by the local bodies, with the exception of three, but in the Central Provinces local bodies have been more reluctant to assume responsibility and only 60 have been taken over out of 116. Subscriptions to dispensaries have, as may be seen from Statement II, decreased rather than expanded, and the demands of local bodies on Government for financial assistance have multiplied. On the other hand donations for the construction and equipment of hospitals have been forthcoming as freely as ever.

5. The progress made by the department in opening new dispensaries is shown in Statement III. A stimulus was given to the construction of dispensaries by the adoption of a cheap pattern of dispensaries for rural areas in 1923. The local Government has undertaken to pay half the cost of construction of these cheap pattern dispensaries, provided that a sum of Rs. 8,500 is raised locally to cover a share of the cost of construction and endowment. The construction of this type of dispensary has been most rapid in Berar where already, in 1928, six new dispensaries have been opened.

But the greatest advance has been in the construction and equipment of Main Hospitals and the provision of medical relief for women. The policy of provincializing hospitals was started in 1923, the intention being to take under direct Government management a main hospital in each division to serve as a model for other hospitals. In pursuance of this scheme the Mayo Hospital, Nagpur, was taken over in 1923, the Main Hospital, Amraoti, in 1925, and the Victoria Hospital, Jubbulpore, in 1926, and in the current year provision has been made for the provincialization of the Main Hospital at Raipur. Extensive improvements have been effected at Government expense in a number of hospitals and dispensaries, including the reconstruction of three hospitals, and the construction of an entirely new Main Hospital at Amraoti.

In the matter of medical treatment for women the most notable advance has been in the construction of two separate women's hospitals at Chhindwara in 1927 and at Khandwa in 1928; whilst the Women's Hospital at Nagpur has been rebuilt on a new site and on an enlarged scale. Throughout the province also the women's hospitals have been extended and improved and properly equipped. Women assistant surgeons have also been attached to the main hospitals at centres where no separate women's hospital exists.

Arrangements have also been made for the special treatment of leprosy at all the main hospitals in the province. Grants have been given for special buildings and drug for the purpose. A leprosy survey has been started in the Chhattisgarh Division and grants have also been made to Mission leper asylums.

6. The training of medical students is provided for by a medical school at Nagpur. The number of male students is adequate to satisfy the requirements of Government service, but the number of female students is inadequate. In 1920, 10 scholarships at the school were offered for female students, but owing to the lack of candidates the number has been reduced to six and at the present moment there are only four pupils holding them.

7. Only one special committee has been appointed during the period of the Reforms. This is the Medical College Committee constituted in response to a resolution moved in the Legislative Council in March 1927. The terms of reference to this committee included in addition to the general question of the establishment of a medical college the question of whether the college, if established, should contain an Ayurvedic section on modern lines. The report of the committee has recently been submitted and is under the consideration of the local Government.

8. A selection committee has been appointed since November 1921, consisting of three official members—the Inspector-General of Civil Hospitals, the Director of Public Health and the Civil Surgeon, Nagpur, and two non-officials selected from the medical profession. All cases falling within the scope of the committee have been placed before it, and its recommendations have been always accepted.

MEDICAL DEPARTMENT.
STATEMENT I.—Receipts and Expenditure.
 (Referred to in paragraph 2 on page 188.)

Heads.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimate.)
	2	3	4	5	6	7	8	9	10	11	12	13
1												
Hospital receipts	...	...	...	...	...	...	...	...	...	...	...	...
Medical School and College fees	741	756	1,542	1,313	2,921	2,999	4,665	6,012	7,618	9,460	10,483	30,008
Mental Hospital receipts	6,070	7,292	7,106	8,139	7,150	9,294	13,981	11,660	12,172	13,456	16,632	14,300
Contributions	144	111	94	128	...	58	7,384	...	5	2,901	3,196	3,758
Miscellaneous	1,005	574	1,166	950	4,366	1,072	255	...	2,178	22,637	1,010	2,008
Sale of Medicines	...	...	...	2	188	345	27	...	112	43	109	208
Reverses of service payments	...	...	...	...	...	...	50,427	1,02,031	71,201	7,754	...	8,000
Deduct refunds	...	...	...	268	380	177	195	278	4,179	3,802	...	3,958
Total	7,960	8,733	9,908	10,264	14,245	13,591	76,584	1,30,380	1,04,282	70,138	53,856	64,008
Superintendence	55,468	48,708	48,948	37,120	65,524	68,243	59,800	62,425	61,508	61,226	62,829	63,418
District Medical Officers	2,39,054	2,42,857	2,49,659	2,74,543	3,50,170	4,84,492	5,12,301	4,39,247	4,23,504	4,06,459	3,86,931	4,37,139
Reserve Medical Subordinates	7,765	3,112	3,751	3,876	10,432	9,482	13,338	8,587	14,523	22,369	25,202	25,008
Hospitals and Dispensaries	2,13,370	2,12,091	2,22,838	2,42,469	3,29,235	3,53,500	3,75,986	3,77,862	2,58,489	2,82,617	3,26,150	3,45,008
Pharmaceutical dispensaries	3,416	1,572	1,485	4,064	...	...	...	...	...	...	...	...
Grants-in-aid to Hospitals and Dispensaries	1,10,115	2,72,498	3,10,011	3,80,200	2,33,528	1,71,770	2,75,443	2,95,542	3,03,858	3,96,714	5,64,457	4,73,208
Grant for medical purposes	1,200	4,753	7,356	6,440	3,440	4,360	8,360	3,475	5,360	4,360	3,360	4,800
Medical School and College	36,539	33,051	34,912	42,250	73,854	76,184	91,224	86,108	77,610	86,451	87,185	96,808
Mental Hospital	46,480	48,176	51,111	63,196	77,152	90,152	78,286	78,067	76,101	69,497	85,644	84,900
Refund	447	40	74	...	...	...	...	...	...	...	...	...
Expenditure in England (stores)	...	...	...	...	...	...	...	368	112	642	8	...
Loss by exchange on English transactions (stores).	...	...	...	...	...	...	...	166	45	207	3	...
Total	7,13,854	8,66,858	9,30,145	10,61,965	11,51,275	12,58,183	14,14,738	13,51,847	12,20,510	13,29,962	15,41,769	15,46,557

MEDICAL DEPARTMENT.

STATEMENT II.—Statement showing indoor and outdoor patients treated, daily average attendance, operations performed and subscriptions.

[Referred to in paragraph 4 on page 188.]

	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Indoor total treated.	13,449	13,926	14,075	15,418	15,282	16,263	15,451	18,141	19,128	19,444	20,413	19,600	19,616	21,028	22,275	23,755	25,326
Indoor daily average.	576.36	583.45	547.82	585.77	565.65	632.94	587.19	701.40	730.75	746.14	751.71	746.28	646.73	828.54	886.65	924.43	993.94
Outdoor total treated.	1,717,846	1,697,344	1,660,905	1,731,006	1,787,496	1,863,829	1,858,270	1,019,091	1,999,304	1,914,246	1,877,743	1,808,121	1,788,555	1,853,488	1,871,750	2,084,397	2,170,576
Outdoor daily average.	9,165.93	9,439.00	9,402.13	10,300.65	10,826.44	11,155.06	11,130.78	12,222.90	17,948.04	11,509.70	11,382.47	11,151.76	10,806.79	11,958.55	11,705.42	13,937.66	13,528.65
*Number of operations performed.	43,699	45,702	47,622	49,029	49,978	50,016	47,613	48,022	52,383	54,495	53,968	56,576	60,306	62,502	68,306	71,436	78,352
Subscriptions.																	
Europeans...	7,758	7,831	7,685	7,740	7,219	8,030	9,330	8,361	20,812	12,358	14,966	15,259	15,162	16,199	18,983	13,502	11,670
Indians ...	66,440	82,754	89,734	1,11,775	73,559	1,05,132	90,441	82,477	1,21,455	1,03,980	73,677	110,906	85,714	115,675	77,479	61,050	75,651

*Selected and minor.—Actual figures of major (selected) operations could only be obtained with difficulty and are omitted to save delay.

MEDICAL DEPARTMENT.

STATEMENT III.—Dispensaries opened and closed.

[Referred to in paragraph 5 on page 189.]

Year.	Number of dispensaries opened.				Number of class III which are		Number opened by		Number closed by		Remarks.
	Permanent state special class II.	Local fund class III.	Private aided class IV.		Cheap pattern.	Ordinary.	Government.	Local Bodies.	Government.	Local Bodies.	
I	2	3	4		5	6	7	8	9	10	11
1915	...	7	1		...	7	7	1	1	..	
1916	...	4	...		...	4	5	...	...	..
1917	...	3	...		...	3	3	...	...	..
1918	1		...	...	1	1	...	..
1919	1		...	...	...	1	...	..
1920	...	1	...		...	1	1	...	...	..
1921	
1922	...	1	1		1	...	1	1	...	..
1923	
1924	...	4	...		4	...	...	4	2	..	
1925	...	3	...		2	1	1	2	1	..	
1926	...	3	...		3	...	1	3	...	..
1927	...	3	1		2	1	2	2	...	..

(5) PUBLIC HEALTH DEPARTMENT.

The history of the Public Health Department is one of considerable fluctuation. Prior to the war the personnel of the department consisted of—

- (1) Director of Public Health (I. M. S.).
- (2) Junior Assistant Director of Public Health (from outside).
- (3) Chief Plague Medical Officer (I. M. S.).
- (4) A Malaria Officer (I. M. S.) with two Assistants.
- (5) A Sanitary Engineer (R. E.).

A post of Assistant Director was sanctioned but never actually filled.

There were also a number of mobile epidemic dispensaries distributed throughout the districts and capable of concentration on the outbreak of an epidemic. A vaccine institute under a Military Assistant Surgeon completed the establishment of the department.

During the war all these officers were withdrawn for military service and for three years public health work was carried on under the direction of the Inspector-General of Civil Hospitals. At the commencement of the Reforms in 1921 the department consisted of the Director of Public Health and one Assistant Director. The period was one of acute financial stringency and the department was already so depleted that a proposal was made by the local Government to the Government of India that the department should be abolished. To this the Government of India did not agree. The post of Director of Public Health was retained but the post of Assistant Director was abolished, following the budget cut of his salary in 1921. Gradually as experience was gained of the working of the department, the demand for its abolition died away and by 1922 it was firmly established in favour. The appointment of a whole-time Director has been frequently criticized and resolutions have twice been moved that the post should be combined with either that of the Inspector-General of Prisons or Inspector-General of Civil Hospitals. On more than one occasion owing to the dearth of I. M. S. officers the post has been temporarily held by the Inspector-General of Prisons and at the present moment (July 1928) it is temporarily held by the Inspector-General of Civil Hospitals. In 1927 the local Government made a definite proposal that the post should be amalgamated with that of the Inspector-General of Prisons, but the Government of India refused to accept the proposal partly on the ground that Prisons is a reserved subject whilst Public Health is a transferred subject, partly because it considered that the post of Inspector-General of Prisons required the services of a whole-time officer, and partly because it foresaw the future expansion of the Public Health Department. The dearth of I. M. S. officers has added to the difficulty of filling the post.

2. A statement of receipts and expenditure is appended as Statement I. Receipts call for no comment. The amounts allotted for expenditure have, until the current year, been far less than in the years immediately preceding the Reforms. Grants for large schemes of drainage or water-supply show the biggest drop, which is chiefly attributable to financial stringency. On the other hand, expenditure on health publicity, the prevention of plague, travelling dispensaries, and maternity and infant welfare has greatly expanded; so that whilst individual towns may not have profited by the department to the extent that some did before the Reforms, expenditure has been directed into wider channels, and the benefit spread over a far larger part of the population, and a greater variety of activities. The insistent demand in the Legislative Council for expansion in rural areas has contributed to this result. An incident which illustrates this demand is the inclusion in the current year's budget of a sum of Rs. 2 lakhs for rural water-supply out of a total budget of less than Rs. 7 lakhs. The figure of Rs. 1 lakh proposed by the Director was doubled by the Standing Committee of the department.

3. There are two committees attached to the department, the Board of Public Health and the departmental Standing Committee. The former

replaced the old Sanitary Board in February 1921, reconstituted as follows :—

The Director of Public Health	... <i>President.</i>
The Financial Secretary to Government	... <i>Secretary.</i>
The Chief Engineer	... }
Two Indian private medical practitioners	... } <i>Members.</i>
The Commissioner of the Division	... }

The Board gives technical advice on all schemes of sanitary improvements, such as town improvement by the layout of new areas or removal of congested areas, water-supply and drainage. It also makes recommendations for grants-in-aid and deals technically with all question of public health. The standing committee of the department is the same as for the Medical Department and deals with all proposals involving new expenditure. Up to the current year all the proposals put before it, with one exception, were of a usual nature and were approved. The one exception was the proposal to establish a Public Health Research Institute for the province at Nagpur. This proposal was placed before the committee in 1922-23, but was rejected for lack of funds. Again in 1925-26 the committee considered it and expressed general approval, but desired further information. In the next two years the proposal was held in abeyance. But with the revival of the Ministry a number of new schemes were put forward. Of these, the most important were—

- (1) A proposal to make vaccination compulsory in rural areas ;
- (2) A proposal to provide Rs. 50,000 for 10 additional epidemic dispensaries ;
- (3) A proposal to grant Rs. 35,000 to the Indian Red Cross Society for Child Welfare work ;
- (4) A proposal to start a Health School with an Infant Welfare Centre attached at Nagpur ;
- (5) A proposal to provide Rs. 1 lakh for the improvement of water-supply in rural areas ;
- (6) A proposal to establish a Public Health Research Institute at Nagpur ;
- (7) A proposal to carry out an anti-malarial survey in selected areas.

All these proposals except the last were approved by the committee which also, as already mentioned, increased the provision of Rs. 1 lakh for improvement of water-supply in rural areas to Rs. 2 lakhs. The amounts required for expenditure on these schemes in the current year were included in the budget and passed by the Legislative Council.

The demand of the department has never been reduced by the Legislative Council except in the first year of the Reforms (excluding the year 1924-25 when the whole budget was thrown out). Two cuts were carried in 1921—

- (1) A sum of Rs. 6,300 on account of the salary of the Deputy Sanitary Commissioner or Assistant to the Director of Public Health. The post was, in consequence of this cut, abolished ;
- (2) A sum of Rs $\frac{1}{2}$ lakh on account of a grant proposed to be given to the Nagpur Municipal Committee for the completion of a drainage scheme.

The Council felt that the Nagpur Municipality had already received extensive benefits at the cost of the provincial revenues and that its claim for a further grant should be reconsidered. The grant was in consequence not given. As already mentioned, the question of abolishing or combining the post of Director of Public Health has been discussed on several occasions, but no cut on this account has been carried in the demand of the department. Apart from this the demand has provoked very little discussion. In 1926 and 1927 it was passed without any discussion and in the current year, although a number of new items of expenditure had been placed in the budget, only one minor matter provoked a real debate, and it was apparent that the Council welcomed any sound development of the activities of the department.

4. The progress of the department may be briefly reviewed. Epidemic dispensaries have increased in number from 11 to 29. The duties of the medical officers in charge of them are mainly concerned with epidemics, but, when not so engaged, they tour in the interior of the districts and carry out health propaganda, afford medical relief to villagers, inspect health conditions including the health of children in village schools perform inoculations and minor operations and report on the water-supply and other matters affecting public health. The effect of the propaganda work done by them cannot be accurately gauged, but the dispensaries are popular with all classes and there seems little doubt that their effect on public health has been real. At any rate whilst between 1914 and 1921 the death-rate in rural areas only twice fell as low as 35 per thousand, from 1922 it has varied between 29 and 34. The number of operations treated has increased from half a lakh to a lakh during the period of the Reforms, and of minor operations from a maximum of 350 to 1,500.

The Health Publicity Department was started in 1922 with the appointment of two officers. In 1923 they were equipped with a travelling health exhibition. Their activities have been mainly confined to municipalities, educational and other conferences and large agricultural shows. They have been largely instrumental in organizing Baby Weeks and Health Weeks in municipal areas. Their popularity is such that they are unable to respond to all the calls upon their time.

The Child Welfare movement dates from the formation of the Child Welfare League in Nagpur City in 1920, but the effort was local in character, and had little effect on the province as a whole. It was not till recently that the movement spread outside Nagpur. This development was due to the efforts of the provincial Red Cross Association which formed a sub-committee for maternity and infant welfare and has been responsible for the organization of about 30 centres in other towns. The organizing ability displayed by the Society has enabled the local Government to entrust all grants made for maternity and infant welfare to it since 1925-26, and in the current year it thus controls the distribution of grants of Rs. 45,990 for infant welfare centres and Rs. 14,000 for a Health School.

Another important activity of the department is the organization of rat destruction for the prevention of plague. This also dates from before the Reforms. Up to 1924 only Nagpur City had an organized scheme of destruction to which Government contributed, but the success obtained thereby has now led 11 other towns to follow suit. Government meets half the cost of approved schemes, and now expends Rs. 16,693 on this account as against Rs. 4,305 at the commencement of the Reforms.

PUBLIC HEALTH DEPARTMENT.

STATEMENT 1.—Receipts and Expenditure.

[Referred to in paragraph 2 on page 193.]

No.	Heads.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.	1928-29. (Budget estimate.)
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	Self-proceeds of Sera and Vaccines	31,553	31,419	34,189	34,546	41,593	60,595	44,578	49,068	54,381	86,335	61,859	55,482	55,500
2	Contributions	...	...	...	...	2,715	2,845	2,798	2,499	2,633	1,166	11,686	85	1,666
3	Miscellaneous (other receipts)	...	...	...	...	...	...	...	2,286	3,020	3,352	3,152	1,459	3,000
4	Recoveries of service payments	...	...	...	...	...	...	5,301	65,367	1,174	4,818	895	1,869	900
5	Deduct refunds	...	...	...	-25	-24	...	1,410	...	-30	-495	-50	-690	-66
	Total	31,553	31,419	34,189	34,521	44,284	63,440	51,270	1,19,220	61,178	95,176	67,542	58,205	61,000
1	Director of Public Health	15,198	15,015	20,256	36,846	68,323	64,135	47,876	48,441	48,281	49,599	47,248	39,334	47,357
2	Central Provinces Vaccine Institute	9,027	14,803	16,703	16,319	24,886	24,991	25,340	26,512	27,825	27,238	28,735	19,078	23,421
3	Health Publicity Establishment	...	...	...	...	...	...	6,513	12,478	11,861	12,938	12,747	13,543	16,808
4	Health School	...	...	...	...	...	...	...	...	...	...	...	...	14,000
5	Leave allowance to Vaccination Estab- lishment.	17,477	17,354	23,812	19,778	24,868	20,812	29,819	5,001	4,606	2,797	2,184	2,463	2,500
6	Provincial statistics	...	...	...	...	...	...	...	...	...	...	...	...	...
7	Grants for Public Health purposes	4,67,349	6,15,571	4,33,694	2,83,290	2,11,351	1,77,878	63,365	38,748	30,719	11,480	11,514	11,582	12,000
8	Expenses in connection with Bubonic plague.	60,006	44,984	42,614	42,432	96,235	96,222	79,262	83,293	96,290	89,524	1,10,051	1,26,415	3,06,000
9	Malaria	21,802	69,877	15,292	67,313	34,276	73,404	98,784	33,723	40,743	41,513	32,399	29,405	66,700
10	Epidemics	78	...	2,34,846	42,811	7,185	5,697	5,950	...	3,750	5,391	7,364	20,997	10,000
11	Public Health Institute	...	...	...	...	...	...	...	...	...	...	...	...	...
12	War allowance	...	...	...	866	...	...	...	...	...	...	...	...	...
13	Charges connected with Anti Hookworm campaign.	...	...	...	...	...	9,202	767	...	...	...	...	...	...
14	Refunds	...	...	32	...	...	...	...	...	...	...	...	...	...
	For rounding	...	...	...	...	...	...	...	...	...	...	...	...	...
	Total	5,90,997	7,77,524	7,87,518	5,09,655	4,67,124	4,73,341	3,57,676	2,51,640	2,75,559	4,52,561	4,36,835	3,68,495	6,94,000

(6) DEPARTMENT OF AGRICULTURE.

1. The Director of Agriculture who is the head of the department is a technical officer, being a member of the Indian Agricultural Service. In addition to the Indian Agricultural Service there are provincial and subordinate services in the department. Since 1920 only one appointment has been made to the imperial service, and recruitment has now definitely been stopped as a result of the recommendations of the Lee Commission. The provincial service has, as may be seen from Statement I, been expanded during the period of the Reforms from 12 to 16 officers. From this service posts for which the dwindling Imperial Service cannot find officers are filled. This spells a distinct deterioration in quality as all appointments to the provincial service have been made by promotion from the subordinate agricultural service. The scheme for a superior provincial service has only just been completed and recruitment under it has not yet commenced. When it is in full working the position will improve as the members of the present provincial service have not been permanently appointed to the higher posts of which they are at present holding charge. Meanwhile the effect is being felt, especially on the technical side, where the post of Agricultural Engineer has not been filled since 1926.

Meanwhile, although the provision for direction of the department has remained practically stationary, the activities of the department have greatly increased. Receipts and expenditure which are shown in Statement II have expanded since 1922 by approximately 30 per cent and 13 per cent, respectively. A start has been made with agricultural education and as Statement III shows the progress made by the department in the distribution of improved implements and seeds has been very rapid. The possibilities of further extension are now limited not so much by the lack of funds as by the inadequacy of the superior services which are already feeling the strain.

2. The department naturally has a popular appeal, and criticism in the Legislative Council has taken the form of a demand for further expenditure rather than objection to the expenditure proposed. The demand has only twice been reduced. In 1922-23 a lump cut of Rs. 2 lakhs was made on the ground of general retrenchment in provincial expenditure. The cut was made without discussion and was met by the curtailment of new expenditure to the extent of Rs. 1,59,266. In 1925-26 a cut of Rs. 2,500 on account of the layout of the Khandwa District Office compound was accepted by Government. The whole demand was thrown out in 1924 and all new expenditure in consequence curtailed. Although, as remarked above, persistent demands have been made for the extension of the activities of the department, detailed suggestions have been almost entirely absent.

3. Education has always taken a prominent place in the activities of the department and a beginning was made as far back as 1886 by the establishment of an agricultural class on the Nagpur Farm. The course of study followed by this class covered a period of two years and instruction was given in English. The main purpose of the class was the training of future revenue inspectors, although a few students from the land-holding classes attended. A second course, covering a period of one year only and intended for the sons of influential agriculturists, was started in 1901. This course provided instruction in the vernacular but was abandoned in 1910 as premature.

With the establishment of the Indian Agricultural Service a higher and more scientific type of education was made possible and the Agricultural College was established in 1906, the standard for entrance to the course being University matriculation. Naturally an innovation of this nature took some time to adjust itself to local requirements but, by 1921, two courses of instruction, one of four years and the other of two years' duration, had been found to be most suitable and were finally decided on. The longer course was developed on such satisfactory lines, that, when affiliation to the Nagpur

University was proposed, only a few minor changes in the curriculum and organization of the college were found to be necessary. Affiliation was finally accorded in 1925 and the first graduates in agriculture of the Nagpur University will pass out of the college in 1929.

The total number of students who have completed a course at the Nagpur Agricultural School or College up to the present time is about 450 and it was only to be expected that, with the rapid development of Government Agricultural Departments, many passed students would find employment therein. The Central Provinces Agricultural Department is employing about 130 of these men at present, while 60 or 70 more are working in other agricultural departments in British India or Indian States.

The numbers applying for admission to the college have increased since affiliation was secured and the college hostel will shortly be enlarged at a cost of about Rs. 50,000.

In addition to collegiate education various efforts have been made to provide agricultural instruction of a more elementary nature, but no final policy has yet been reached in this respect. One middle school situated on a Government farm, and teaching agriculture as an integral part of its curriculum, has achieved a certain amount of success, but another which was started in a relatively backward area had to be closed.

Expenditure on agricultural education in the Central Provinces and Berar has now reached the sum of over Rs. 1 lakh annually. The figures, however, included the salaries of officers who are engaged in research as well as in teaching. Recently an officer of the department was deputed to study the methods of agricultural education in the Punjab and the results of his observations, together with the recommendations of the Royal Commission on Agriculture, will help to crystallize policy in this respect.

4. The Board of Agriculture which is the standing committee for the department is presided over by the Minister and contains five official and thirteen non-official members. Of the non-official members three only are members of the Legislative Council nominated on the advice of the President and of the remaining ten two representatives each are nominated from the cotton, wheat and rice tracts, three represent the co-operative movement, and one the spinning and weaving industry. The last named is appointed for the purpose of obtaining an opinion on cotton-growing from the point of view of the consumer. The board is appointed for the life-time of the Legislative Council. In 1923-24 it disapproved of proposed expenditure amounting to Rs. 85,000 out of a total of Rs. 1,80,400 placed before it for opinion, and the amount included by Government in the budget showed an even greater reduction. Since that year the Board has made only two small reductions, and has approved of new expenditure averaging over Rs. 1 lakh a year. Government on the other hand has been unable to assign so large a share in the provincial revenues to the department, and has cut down the proposals by more than half before inclusion in the budget. Practically, therefore, the Board has confined itself to a general approval of new expenditure whilst the examination of the comparative merits of new schemes and the placing of them in order of merit has been done, not by the Board but by Government.

DEPARTMENT OF AGRICULTURE.

STATEMENT I.—*Personnel of the Department for the years 1920 and 1928.*

[Referred to in paragraph 1 on page 197.]

	1920.	1928.
I.—IMPERIAL SERVICE.		
(1) Director of Agriculture	1	1
(2) Principal, Agricultural College ...	1	1
(3) Agricultural Chemist ...	1	1
(4) Deputy and Assistant Directors of Agriculture ...	6 and 1 vacant.	6 and 1 vacant.
(5) Mycologist ...	1	1
(6) Economic Botanist ...	1	1
(7) Second Economic Botanist ...	Vacant	Vacant.
<i>Special Posts.</i>		
(8) Agricultural Engineer ...	1	Vacant.
(9) Second Economic Botanist (a special temporary post paid from the Indian Central Cotton Committee's grant. Originally this post was sanctioned for three years from 11th July 1925 on Rs. 500. The pay has since been raised to Rs. 600—50—650, from the 11th July 1927, and the duration of the post extended up to 31st March 1929).	...	1
II.—PROVINCIAL AGRICULTURAL SERVICE.		
(1) Extra-Assistant Directors of Agriculture ...	12	16
III.—SUBORDINATE AGRICULTURAL SERVICE.		
<i>Garden Establishment.</i>		
(1) Superintendent, Horticultural Gardens, Nagpur ...	1	...
(2) Superintendent, Public Gardens, Pachmarhi ...	1	1
(3) Overseers for Arboriculture and Gardens ...	5	6
<i>Agricultural Assistant.</i>		
(1) On field staff ...	88	117
(2) On College and research staff ...	12	22
(3) Demonstration Jemadars for field work ...	33	114
(4) Teachers attached to Agricultural Schools ...	2	6
IV.—CLERKS.		
(1) Head Office, subordinate offices and farms ...	75	63

DEPARTMENT OF AGRICULTURE.
STATEMENT II.—Receipts and Expenditure.

[Referred to in paragraph 1 on page 197.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates).
	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.	Ra.
Cattle-breeding and Dairy Farm Receipts	11,711	17,413	15,656	35,031	29,191	38,169	45,302	53,376	61,521	43,743	44,380	46,850
Experimental Farm Receipts	76,724	84,607	97,685	1,44,064	1,32,642	1,66,731	1,75,057	1,66,551	1,91,826	1,60,523	1,62,240	1,85,000
Receipts on account of Public Exhibitions and Fairs.	7,742	1,615	5,657	6,507	1,845	4,485	7,685	4,982	10,051	10,634	8,912	9,500
Station Garden Receipts	14,599	14,104	11,920	14,607	11,452	13,027	13,259	16,115	13,478	15,818	17,726	18,800
Garden and Arboriculture Receipts	15,173	18,084	17,832	17,598	22,059	20,945	21,377	23,082	22,748	25,253	24,691	24,750
Seed issues for lakavi loans	...	471	1,405	728	2,030	726	5,146	7,287	6,406	9,424	8,323	10,000
Agricultural School and College Fees	...	...	...	...	...	...	2,917	4,397	2,872	3,434	3,137	3,900
Miscellaneous	...	...	6,224	499	2,412	1,825	3,111	4,189	7,892	4,486	11,886	22,000
Ploughing on Contract System	...	...	...	...	...	...	...	...	...	...	...	...
Contribution from Indian Cotton Committee.	...	...	...	...	...	...	...	...	...	...	...	...
Total	1,25,949	1,36,294	1,56,379	2,19,034	2,01,631	2,45,908	2,73,856	2,79,982	3,19,794	2,73,295	2,81,295	3,20,800
				EXPENDITURE.								
(a) Direction	1,31,324	1,14,293	1,24,453	1,51,928	1,98,680	2,04,530	1,96,227	1,98,023	1,90,050	1,96,970	2,07,154	2,31,500
(b) Agricultural Experiments	1,50,106	1,46,349	1,48,425	1,53,304	2,24,007	2,65,979	2,75,729	3,33,999	2,81,354	3,00,046	4,00,248	3,55,200
(c) Agricultural Education	50,984	49,248	55,053	96,569	64,727	75,915	87,947	86,040	79,551	99,707	1,07,585	1,19,400
(d) Experimental Farm	1,18,016	1,58,794	2,04,446	2,18,582	2,16,312	2,32,990	1,87,586	1,83,557	1,77,019	1,87,679	1,97,275	1,99,800
(e) Cattle-breeding and Dairy Farms	21,502	63,570	46,305	54,010	64,598	69,168	69,189	62,877	63,326	84,311	68,072	72,100
(f) Botanical and other Public Gardens	70,723	65,318	72,215	81,599	1,11,080	1,10,236	94,176	92,145	83,278	89,525	88,203	94,400
(g) Public Exhibitions and Fairs	5,297	2,328	2,353	4,904	3,763	5,231	4,353	8,206	7,050	8,301	5,959	7,500
(g) Expenditure in connection with Cotton Work.	...	...	...	...	...	...	...	-1,750	5,875	4,213	4,148	5,500
Grants to Local Bodies for Maintenance of gardens and for Agricultural Exhibitions and Shows.	...	...	...	...	...	...	...	...	...	...	...	...
Reserve at the disposal of local Government for Agricultural objects.	...	...	...	...	...	...	...	...	...	...	...	...
Lump provision for non-recurring expenditure on Agricultural objects.	...	...	...	...	...	...	...	...	...	...	...	...
War allowance	...	...	4,449	...	...	...	...	...	...	...	...	...
Special allowance	...	...	...	16,857	...	...	...	...	...	...	...	...
Deduct—Probable saving—	...	...	...	...	...	...	...	...	...	...	...	500
Total	5,47,952	5,99,900	6,57,699	7,83,843	8,83,167	9,64,049	9,15,207	9,63,097	8,87,503	9,70,752	10,78,644	10,85,900

DEPARTMENT OF AGRICULTURE.

STATEMENT III.—*Progress made by the Department in the distribution of improved implements and seeds.*
[Referred to in paragraph 1 on page 197.]

Year.	Implements sold.	Seed distributed.					
		Wheat.	Cotton.	Groundnut.	Rice.	Sugarcane.	Juar.
1921-22	...	Mds.	Mds.	Mds.	Mds.	Whole cane.	Mds.
	...	26,957	40,716	1,131	25,719	...	...
1922-23	...	38,368	50,248	1,824	47,999	...	...
1923-24	...	53,253	80,680	5,201	64,702	624,450	...
1924-25	...	45,643	42,143	7,237	13,287	916,071	5,073
1925-26	...	70,080	51,248	12,944	45,123	739,856	3,763
1926-27	...	98,781	62,173	20,942	51,065	1,112,025	10,428

(7) VETERINARY DEPARTMENT.

1. The head of the department is styled Superintendent of the Civil Veterinary Department, a post created in 1893-94, to supervise and co-ordinate the work of local bodies. Since 1921 he has also been made Veterinary Adviser to the local Government on the separation of the department from the Agricultural Department.

2. Statement I gives the receipts and expenditure of the department. They are included in the budget under the main head 34—Agriculture. Receipts are negligible. Expenditure has expanded steadily, and has more than doubled within the decade. The big increase in 1920-21 is due to post-war revision of pay.

3. The department has been little affected by the Legislative Council. In common with all other departments its budget was thrown out in 1924, but restored by authorization. Otherwise it has not been cut. An occasional question is put regarding the posting of officers of the department, and at times a general demand is put forward for an expansion of its activities; otherwise the department arouses little interest.

4. The standing committee for the department is the Board of Agriculture. Only three important matters have been placed before it and all were approved. In 1925 the Board approved of an increase of 29 in the cadre of Veterinary Assistants at an annual cost of Rs. 34,880, and of the establishment of a Veterinary Research Institute at a cost of Rs. 1,57,100. In 1927 the Board approved of the introduction of the Serum-simultaneous method of inoculation at an annual cost of Rs. 45,000. The local Government sanctioned an increase in the number of Veterinary Assistants by 24 only and postponed the other two proposals.

5. Statement II shows the strength of the staff, the decimals indicating that a post was occupied for part of the year only. The two posts of Superintendent are held by members of the Imperial Service, but recruitment to the service has ceased, and the present head of the department is on long leave preparatory to retirement. This leaves one Imperial officer. The dearth of material for filling even a leave vacancy is illustrated in the appointment made to vacancies in the post of Second Superintendent. The Deputy Superintendent, selected as most suitable, is a graduate of the Bengal Veterinary College who, when taken in service in this province in 1919, was a Bacteriological Assistant at the College on Rs. 70 per mensem. The dearth of suitable material even in the lower grades of Deputy Superintendent and Inspector may be judged from the fact that against cadres of 6 and 22, respectively, sanctioned in 1913, it had only been possible by 1921 to fill 3 and 16 posts, respectively. The cadre of Veterinary Assistants was not filled till 1923. The service did not until last year attract residents of the province, even when scholarships leading to Government employment were offered, *vide* Statement III; and there is a large and unbridged gap between the qualifications required in the superior staff and the qualifications obtainable in veterinary colleges in India. Proposals for lessening this gap were acumbred at a meeting of Principals of Veterinary Colleges held at Bombay in February 1922, but these have not been translated into action; and the department will be faced with a difficult problem when the last remaining Imperial officer wishes to take leave or retire.

6. Government directly maintains only two veterinary dispensaries, those of Nagpur and Pachmarhi. For the maintenance of the rest district councils and municipal committees are responsible. Unlike the Medical Department, assistant surgeons who are posted to dispensaries managed by local bodies, remain under the complete control of the department, and are not on foreign service under the local bodies. Compounders and menial staff are in the employ of the local bodies. The relations of the department with these bodies vary greatly. Withdrawal of the veterinary assistant from a dispensary is the last argument, and has been rarely used. The increased independence of local bodies has diminished the influence

of the department in securing adequate equipment of dispensaries. Difficulty sometimes arises over the contributions made by municipal committees to district council dispensaries in municipal areas. Several committees have ceased to contribute, and residents of the municipality are then charged fees from which the residents of the district council area are exempt.

7. The progress achieved by the department, as exhibited in Statement IV, has however been real. The progress is due partly to a steady improvement in organization and partly to the increased skill of the lower ranks of the service, owing to the provincialization of the service in 1909-10 and gradual elimination since then of the unqualified surgeon, and to the training imparted, and the standard of professional work set, by the Imperial Service.

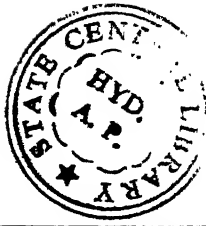
VETERINARY DEPARTMENT.
STATEMENT 1.—Receipts and Expenditure.
 [Referred to in paragraph 2 on page 202.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
XXIV.—Agriculture—Veterinary ...	1,211	1,245	1,220	1,000	2,710	1,975	1,607	2,488	4,061	1,751	1,639	2,000	2,000	
							RECEIPTS.							
Superintendence	31,270	32,158	32,918	34,643	49,506	70,343	69,069	70,424	60,100	74,390	81,725	89,097	86,022	
Subordinate Establishment	98,198	1,04,549	1,06,188	1,13,037	1,66,707	1,69,639	1,68,532	1,83,346	2,00,224	2,00,989	2,12,638	2,43,247	2,33,676	
Hospitals and Dispensaries	32,024	33,790	32,273	37,921	51,407	21,192	25,528	22,615	50,401	75,893	55,421	86,481	68,803	
Deduct—Probable Savings	...	...	...	...	...	...	...	...	...	...	...	—16,525	—5,001	
Total	1,61,492	1,70,497	1,71,379	1,85,601	2,67,620	2,61,174	2,63,129	2,76,355	3,10,725	3,51,272	3,49,784	4,02,300	3,83,500	
Expenditure of District Councils	49,942	55,414	61,978	65,291	76,278	83,156	83,116	90,960	93,432	99,063	...	...	...
Expenditure of Municipal Com- mittees.	6,947	4,194	5,165	4,538	6,859	6,938	8,200	8,984	8,578	9,427	...	...	...

VETERINARY DEPARTMENT.
STATEMENT II.—Staff of the department.

[Referred to in paragraph 5 on page 202.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28.	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Superintend- ents.	1	1	1 ... ...	.965 ... .035 In charge of current duties	1.3	2	2	1.6 .07 ...	1.0 .66 ...	1.0	1.66	1.2	
(i) Europeans—non-residents of the province. (ii) Indians—non-residents of the province. (iii) Indians—residents of the province.													
Deputy Superintend- ents.	1	1 ... ...	.58 ... ...	.983	1	1 ... ...	.25	175 ... ...	... ... ...	Tem- porary Superin- tendent. 1.0 ...	Tem- porary Superin- tendent. .33 .17	Tem- porary Superin- tendent. .66 .25	
(i) Indians—non-residents of the province. (ii) Indians—residents of the province.													
Veterinary Inspectors.	4	4	5	8	9	9	10	10	10	11	12	5.0 .13 Tem- porary Deputy Superin- tendent.	
Veterinary Assistant Surgeons.	36	28	33	42	47	48	49	62	70	85	91	93	
(i) Indians—non-residents of the province. (ii) Indians—residents of the province.													
(i) Indians—non-residents of the province. (ii) Indians—residents of the province.													



VETERINARY DEPARTMENT.

STATEMENT III.—*Scholarships offered for veterinary training.*

[Referred to in paragraph 5 on page 202.]

Punjab Veterinary College.				Bombay Veterinary College.			
Year.	Number of scholarships offered.	Number of scholarships filled.	Number of scholars who passed out.	Number of scholarships offered.	Number of scholarships filled.	Number of scholars who passed out.	
1	2	3	4	5	6	7	
1916-17	...	5	5	4	2	2	...
1917-18	...	5	5	3	2	2	...
1918-19	...	5	5	3	2	2	2
1919-20	...	5	3	3	2	...	1
1920-21	2	7	3	...
1921-22	3	7	1	...
1922-23	1	7	...	3
1923-24	1	7	3	...
1924-25	1	7	...	...
1925-26	7	4	3
1926-27	7	4	2
1927-28	*10	10	2

*As a special case 10 scholarships were sanctioned.

VETERINARY DEPARTMENT.

STATEMENT IV.—*Statistics showing progress of the department 1916-17 to 1926-27.*

[Referred to in paragraph 7 on page 203.]

Year.	Veterinary Inspectors and Assistant Surgeons.	Hospitals and Dispensaries.	Outbreak reports.		Cases treated.	Inoculations.	Castrations.	Bacteriological specimens examined.	
			Received.	Attended.					
1	2	3	4	5	6	7	8	9	
1916-17	...	132	80	8,662	7,481	337,381	82,459	779	1,902
1917-18	...	133	80	9,701	7,654	441,464	61,365	2,640	2,114
1918-19	...	136	80	5,472	4,647	346,562	73,848	4,405	1,562
1919-20	...	129	81	7,644	6,891	378,324	82,044	5,020	1,989
1920-21	..	129	83	9,671	8,399	340,885	133,514	5,164	2,332
1921-22	---	129	83	4,229	4,151	358,030	28,665	9,071	1,837
1922-23	130	84	2,893	2,868	337,652	12,975	14,193	3,204
1923-24	136	87	7,696	7,447	515,967	23,244	22,492	13,790
1924-25	139	88	7,736	7,454	592,525	108,911	26,220	31,830
1925-26	139	89	9,899	9,843	636,953	152,228	39,234	32,629
1926-27	147	95	9,677	9,570	700,109	79,806	59,557	33,894

(8) DEPARTMENT OF CO-OPERATIVE CREDIT.

The Department of Co-operative Credit is under the control of the Registrar of Co-operative Credit Societies who combines the post with that of Director of Industries. The department is in the portfolio of the Minister for Agriculture and its budget is included in the budget of the Department of Agriculture.

2. The receipts of the department are negligible. Statement I exhibits the expenditure of the department which has risen from Rs. 1,34,000 in 1920-21 to over Rs. 2,00,000 at present. The bulk of the expenditure falls under Direction and Audit and the increase in expenditure is chiefly due to the revision of pay of officers. Since the Reforms the staff has been little increased. Grants account for an expenditure of Rs. 20,188 as against Rs. 2,010 in 1920.

3. In 1922-23, two cuts were successfully moved in the Legislative Council against the department involving a total sum of Rs. 18,224, Rs. 9,600 against the post of the Deputy Registrar and Rs. 8,624 against purchase of tents. The post of Deputy Registrar was accordingly kept vacant and the expenditure on tents curtailed. In 1924, the whole of the budget of the department was thrown out with the rest of the provincial budget, but the effect on the department was negligible as the necessary expenditure was authorized by the Governor. All other budgets of the department have been passed intact.

4. In 1921, the Legislative Council adopted a resolution recommending to the Government that local bodies and dispensary committees be allowed to deposit their balances with co-operative banks. The local Government considered it inadvisable to issue a general authority for the investment of such amounts in co-operative banks, but agreed to consider any application therefor on its merits, and several local bodies have been consequently granted permission. In the same year the Council adopted a resolution recommending that steps be taken to form agricultural associations at central places in the province. The discussion disclosed a desire on the part of the mover that co-operative sale societies should be formed. The question was examined by the Government, but no definite action was taken until 1926, when the only society of this nature was reorganized. Subsequently three similar societies have been started. The department has been able to meet several demands made by members during general discussion of the budget, such as improvement in the emoluments of auditors and increase in grants-in-aid.

5. A standing committee for the department, consisting of 13 members of the Legislative Council with the Hon'ble Minister as Chairman, was constituted in 1922, but did not function, as there was no item of expenditure to place before it before the Council was dissolved. In the second Council no committee was formed owing to the attitude of the Council. In 1927, the Board of Agriculture was re-constituted and made the standing committee for the department. The Registrar is a member and three non-officials, none of whom are members of the Legislative Council, have been nominated to represent Co-operative Credit. Ten items of new expenditure involving a total sum of Rs. 37,000 have been placed before the Board; all were approved and on one item the Board even recommended expenditure in excess of the proposal put before it, but the original proposal was restored by the Finance Committee. The Finance Committee reduced three of the ten items by a total sum of Rs. 4,000 and the expenditure, as thus revised, was passed by the Council.

6. The progress achieved by the department is exhibited in Statements II and III. The number of primary agricultural societies, which form the foundation of the movement, has fallen from 4,535 in 1920-21 to 3,964. In that year a crisis occurred in the finances of the provincial bank. The fluid resources of the bank were dissipated contrary to proper banking principles and, in particular, the reserve funds were utilized for the grant

of loans. The danger of this policy was exposed by the failure of the monsoon of 1920 and the bank was only saved by the help of Government, which provided Rs. 17,00,000 as a cash reserve or fluid resource for the protection of depositors and a further sum of Rs. 19,00,000 to finance rural societies. This assistance was given on the condition that a committee of investigation should be accepted. A committee which included a member of the staff of the Imperial Bank of India and two members of the Legislative Council was appointed in October 1921. It made various recommendations for the adoption of recognized banking principles and a tightening of the control of Government, and included a recommendation that the provincial bank should be liquidated. The condemnation of the business methods of the provincial bank authorities and the recommendations for official control aroused considerable feeling amongst non-officials and several resolutions on the subject were tabled at the session of the Legislative Council in September 1922. The Hon'ble Minister, however, stated that the majority of the recommendations of the committee, which were accepted in principle by Government, would not be incorporated in the form of rigid rules binding the procedure of the provincial bank, but in the form of advice. On this statement the resolutions tabled were withdrawn. As a result of this committee the provincial bank was reorganized.

7. The history of the department has, in fact, since the inception of the Reforms, been one of reorganization and consolidation rather than of expansion. The period commenced with a series of years unfavourable to the finances of the individual, no less than to those of Government, and in consequence the edifice of co-operative credit which had been rapidly erected during a period of prosperity was severely shaken. Elimination of weak societies has been the feature of the whole period rather than the creation of new societies, and the department has had to court some unpopularity on account of the severity of the measures which it has had to undertake in order to restore financial equilibrium. Since then the relations of the department with non-officials have steadily improved and it is now generally recognized that the discipline which it imposes is necessary to the health of the movement.

DEPARTMENT OF CO-OPERATIVE CREDIT.

STATEMENT I.—Expenditure.

[Referred to in paragraph 2 on page 207.]

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)	Remarks.
i	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Actual expenditure ...	Rs. 1,23,984	Rs. 1,10,783	Rs. 1,08,175	Rs. 1,24,442	Rs. 1,33,921	Rs. 1,75,283	Rs. 1,53,428	Rs. 1,76,290	Rs. 1,79,310	Rs. 1,74,836	Rs. (a) 1,97,759	Rs. (b) 2,08,400	Rs. 2,39,103	(a) A further sum of Rs. 1,600 was obtained during the year by re-appropriation from the head "34-A—Agriculture." (b) To this an amount of Rs. 3,000 was added by supplementary grant and Rs. 7,700 by re-appropriation from the heads "34-A and 34-B".

DEPARTMENT OF CO-OPERATIVE CREDIT.

STATEMENT II.—*Progress of the department.*

[Referred to in paragraph 6 on page 207.]

Year.	Provincial bank.			Central banks.			Credit societies.		Agricultural.		Non-agricultural.		Total all societies.		Total working capital.
	No. of provincial banks.	No. of societies.	No. of members (individual).	No. of central banks.	No. of individual members including societies.	Society's members.	No. of societies.	No. of members (individual).	No. of societies.	No. of members.	No. of societies.	No. of members.	No. of societies.	No. of members.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1916-17	1	...	106	31	39,711	3,238	3,388	94,611	36	740	3	84	3,427	95,435	1 33,36,369
1917-18	1	30	113	32	49,443	3,487	3,482	106,917	35	429	3	100	3,520	107,446	1,48,62,683
1918-19	1	36	111	34	58,547	4,619	3,970	122,777	35	545	11	565	4,016	123,887	1,91,89,709
1919-20	1	35	...	34	69,410	4,493	4,520	141,982	35	584	35	3,149	4,590	145,715	2,46,82,144
1920-21	1	2,393	...	34	74,722	4,763	4,635	150,134	34	726	34	3,480	4,703	154,340	2,77,71,862
1921-22	1	2,393	...	34	76,544	4,779	4,598	153,083	32	873	28	2,862	4,658	156,818	3,16,15,339
1922-23	1	2,259	...	34	77,243	4,735	4,504	150,913	28	897	20	2,089	4,552	153,899	3,39,17,768
1923-24	1	2,316	...	35	77,789	4,522	4,347	147,535	28	1,121	12	1,580	4,387	150,236	3,44,16,995
1924-25	1	2,273	...	35	75,591	4,261	4,216	140,537	25	1,208	12	2,001	4,253	143,746	3,77,47,243
1925-26	1	2,188	18	37	72,055	4,155	4,147	138,247	19	1,208	12	1,841	4,178	141,296	4,32,96,219
1926-27	1	2,164	36	36	71,207	3,950	4,044	137,281	19	1,420	16	1,943	4,079	140,644	4,65,12,178

DEPARTMENT OF CO-OPERATIVE CREDIT.

STATEMENT III.--Statement showing the total amounts of deposits, share capital and working capital in credit and other societies and loans due by credit societies from 1916-17 to 1926-27.

[Referred to in paragraph 6 on page 207.]

Year.	Deposits.			Share capital.			Working capital.			Loans out- standing in Credit Societies only.
	Credit.	Others.	Total.	Credit.	Others.	Total.	Credit.	Others.	Total.	
1	2	3	4	5	6	7	8	9	10	11
1916-17	Rs. 38,31,973	Rs. 4,043	Rs. 38,36,016	Rs. 14,11,029	Rs. 8,730	Rs. 14,19,759	Rs. 1,33,19,705	Rs. 16,664	Rs. 1,33,36,369	Rs. 44,73,805
1917-18	42,15,869	5,424	42,21,293	18,48,509	8,750	18,57,259	1,48,46,192	16,491	1,48,62,683	52,86,846
1918-19	55,58,109	12,440	55,70,549	20,53,836	25,335	20,79,171	1,91,28,322	61,387	1,91,89,709	63,75,655
1919-20	72,26,664	53,711	72,80,375	20,22,619	1,50,196	21,72,815	2,44,50,993	2,31,151	2,46,82,144	85,89,851
1920-21	85,72,695	39,549	86,12,244	24,68,082	1,80,683	26,48,765	2,74,89,762	2,82,100	2,77,71,862	1,15,17,616
1921-22	1,00,11,761	59,641	1,00,71,402	25,43,369	1,57,882	27,01,251	3,13,45,665	2,69,674	3,16,15,339	1,10,23,849
1922-23	1,10,34,864	41,274	1,10,76,138	26,21,600	1,11,180	27,32,780	3,37,31,734	1,86,034	3,39,17,768	1,14,43,004
1923-24	1,13,52,025	44,460	1,13,96,485	26,59,607	97,162	27,56,769	3,42,46,885	1,70,110	3,44,16,995	1,04,90,285
1924-25	1,17,30,824	1,03,370	1,18,34,194	27,38,974	80,059	28,19,033	3,75,15,311	2,31,932	3,77,47,243	1,18,60,890
1925-26	1,35,92,582	81,050	1,36,73,632	28,10,862	1,09,346	29,20,208	4,31,45,735	2,50,483	4,32,96,219	1,36,87,671
1926-27	1,46,09,140	1,73,169	1,47,82,309	28,91,120	1,10,139	30,07,259	4,61,60,184	3,51,994	4,65,12,178	1,39,94,108

(9) DEPARTMENT OF INDUSTRIES (TRANSFERRED).

1. The Department of Industries (Transferred) deals with all industrial matters except those listed under item 26 of Part II of the Devolution Rules, which are—

- (a) factories,
- (b) settlement of labour disputes,
- (c) electricity,
- (d) boilers,
- (e) gas,
- (f) smoke nuisance,
- (g) welfare of labour.

The head of the department is non-technical, being a member of the Indian Civil Service who combines with the post of Director of Industries (both transferred and reserved) that of Registrar of Co-operative Societies. At the commencement of the Reforms he was assisted by the following superior technical staff:—

- 1 Deputy Director of Industries.
- 1 Textile Expert.
- 1 Leather Expert.
- 1 Inspector of Industrial Schools.
- 1 Superintendent, Reformatory School, and Head Master, Robertson Industrial School, Jubbulpore.
- 1 Curator of the Nagpur Museum.

Of these posts, that of the Deputy Director was abolished in 1922 as the result of criticism in the Legislative Council, and that of the Textile Expert has been held in abeyance since the retirement of the incumbent in 1927. Both these posts were held by Europeans. The officer who held the post of Deputy Director was, on the abolition of that post, appointed Chief Inspector of Boilers on the reserved side. The post of Inspector of Industrial Schools has not been abolished, but on the retirement in 1925 of the European who held it, the senior Assistant Master was promoted to the post.

No new superior posts have been created since the Reforms so that the superior technical staff has been definitely weakened during the period of the Reforms. The period has been one of depression in some of the important industries, such as leather and textiles; and although the operations of the department have conduced to improvements and economies in working in the industries in which it has interested itself, conditions have been such as to warrant contraction rather than expansion of the technical staff employed by the department. To this result the tightness of the provincial purse also contributed.

2. The receipts and expenditure of the department are exhibited in Statement I. Receipts are negligible. Expenditure has increased by only 16 per cent since 1920-21. There has been a general demand in the Legislative Council for the development of industries in the province, and in March 1922 the member for the Commerce and Industries constituency moved a resolution recommending that the local Government should take a loan of not less than one crore of rupees for the purpose. At the same time no practical suggestion has been made as to the direction in which new expenditure could be fruitfully undertaken, whilst the claims of other transferred departments, such as Education and Public Works, to a share in the surplus revenues of the province were viewed by the Legislative Council with greater favour. The development of the department was in consequence largely confined, as Statement II which exhibits its progress in detail shows, to a steady if slow expansion of industrial education on lines already tested and approved. As an instance of the difficulties which the department has had in securing funds for development even of a recognized policy may be quoted the fact that proposals were made and approved before the Reforms for establishing industrial schools at Raipur

and Itarsi ; the school for Itarsi still lives only in the files of the department, whilst the first provision for the school at Raipur has only been made in the budget of the current year 1928-29.

3. The department has also been handicapped by the suspension of the Ministry from 1924 to 1927. The discussion in the Legislative Council on the resolution referred to in the preceding paragraph stimulated investigation of the possibility of assisting local industries and in 1923 the Minister set on foot enquiries regarding legislation in other provinces for the grant of State aid to industries. In 1924 a State Aid to Industries Bill was drafted by the Director of Industries, but in the absence of a Minister was shelved. With the revival of the Ministry in 1927 the Bill was redrafted and is now before the Legislative Council. This may be described as the only new departure in policy initiated in the department since the Reforms and since the general principle embodied in the Bill has been accepted by Government and is of a nature that will certainly commend it to the Legislative Council, it appears reasonably certain that it will pass into law. Meanwhile some three years have been lost.

4. The demand of the department, except in 1924 when it shared the fate of the rest of the budget, has never been reduced by the Legislative Council. In this respect it is unique. More remarkable still is the fact that since 1923 the demand has never even been discussed. In that year some cuts were tabled but were withdrawn after explanations had been offered by the Minister. In 1924 the demand was put and rejected without discussion. In 1925 and 1926 the demand was put and carried without discussion, and in the last two years the demand has been carried after the fall of the guillotine. No clearer evidence could be given that the subject is one which has little interest for the Council. For this there are two main reasons. The first, which has already been mentioned, is that other transferred subjects have a greater appeal where any question of expenditure is concerned. The other is, that the administration of industrial matters is largely governed by all-India legislation, which is not a subject for discussion in the local legislature. The most important industries in the province are coal and manganese mining, and cotton ginning, pressing, and weaving, all of which are affected most vitally by factory and labour legislation and little by local administration ; and even criticism of the local administration falls under the head of Industries Reserved and not Transferred. The geographical conditions and general development of the province militate against industrial expansion, whilst industrial education touches so limited a number of people that it has no political appeal. It is, therefore, inevitable that interest in the industrial budget should be negligible.

5. In fact a proposal was actually made by the Minister in 1923, following on the report of the Retrenchment Committee, that the department should be abolished. His Excellency the Governor did not agree to the proposal but admitted that funds could not then be made available for its expansion. At various times the Legislative Council has suggested the revival of decaying industries, such as paper manufacture, but investigation has proved that the economic conditions which have caused their decay cannot be arrested.

(10) PUBLIC WORKS DEPARTMENT.

BUILDINGS AND ROADS BRANCH.

This branch of the Public Works Department was separated from the Irrigation branch which is reserved in April 1920. It is "transferred" and under the direct control of a Minister. All expenditure (except that on staff appointed by the Secretary of State) is voted by the Legislative Council. Although the department has always had severe critics no fundamental change in its policy or in its methods of working have resulted from its transfer to popular control. One reason for this may be that shortly before its transfer many reforms had been introduced in accordance with the recommendations of the Public Works Department Reorganization Committee, an all-India committee, which reported in 1917.

2. A statement of receipts and expenditure of the department for five years prior to its transfer and for all subsequent years to date is attached (Statement I). Expenditure under the head "Grants-in-aid" is not shown prior to the year 1924-25 as at first, after the introduction of the Reforms and following the advice of the Reorganization Committee, the distribution of allotments to local bodies for expenditure on Government works was made by Commissioners of Divisions, and the expenditure was not provided for in the Public Works Department budget. From 1924-25, the Superintending Engineers became responsible for the distribution of these "grants", and they were included in the budget. This arrangement was found to be more convenient as the Superintending Engineers were already responsible for the inspection and general superintendence of such works. In the current year, at the instance of the Auditor-General, expenditure through the agency of local bodies has not been shown separately, but included along with departmental expenditure under the relevant heads. This was done because it is now recognized that the term "Grants-in-aid" is a misnomer, the money being spent solely on Government works, and the local bodies merely acting as executive agents.

3. (i) Provision has been made for communication works in the past by the Chief Engineer more or less in accordance with a definite programme drawn up on the advice of District and Divisional Road Scheme Conferences, but the final selection lies with the Government when the allocation of provincial funds to reserved and transferred departments is undertaken. In the last few years it has been easy to select new road works for inclusion in the budget as the "Sim Formula" so operated as to limit expenditure on new works almost entirely to Berar. New works have thus been taken up practically in the order recommended by the Berar Road Scheme Conference. Latterly money has been available for expenditure in the Central Provinces districts and this year the advice of the newly constituted Board of Communications has been taken in including new works in the budget; and in future this board's advice will be sought before the budget is framed.

(ii) With regard to buildings other than those required for departmental purposes and for the accommodation of travellers, the position is rather peculiar, in that the budget contains the demands of all the other Government departments. Each department has its own programme and selects its more urgent works and submits them for inclusion in the budget.

4. The Finance Department has considerable power over the budget as shown by the following recent examples of alterations made by it in the budget proposed by this department:—In the year 1926-27 the Finance Department estimated the "Savings" at a very much higher figure than that given by the Chief Engineer. These savings were not realized, and the difference had to be covered by a supplementary demand. In 1927-28 the Finance Department made a lump sum reduction of Rs. 1½ lakhs under the head "Repairs—Communications" and Rs. ½ lakh under "Temporary Establishment". With regard to the first cut the Chief Engineer had certified that a certain sum, being slightly greater than that granted in the previous year, was required for the proper upkeep of communications, but he was overruled. With regard to the second cut the department made

provision for certain additional establishment to take the place of work charged to establishment hitherto employed, but the Finance Department was not satisfied on certain particulars, and hence made a lump sum cut of Rs. $\frac{1}{2}$ lakh.

5. (i) A statement is attached (Statement II) showing in detail the cuts made in the budget by the Legislative Council. In 1921-22 the Council disallowed the pay of the Government Architect and his employment was accordingly terminated. In 1924-25 the whole budget was thrown out by the Council, and no new works were undertaken that year other than those the stoppage of which would have entailed great loss and those works certified by His Excellency the Governor as being essential for the proper governance of the province. The figures of this year as recorded in Statement I attached do not appear unduly low because the previous years 1922 to 1924 were years of retrenchment and the dislocation caused in 1924-25 hampered expansion in 1925-26. After that the expenditure figures increased very considerably. In 1926-27 the Public Works Department budget was not discussed at all.

(ii) From a study of the cuts it will be seen that the Council has been consistently opposed to provision being made for the construction of residential buildings for Government officers. In fact in the current year, on account of the repeated opposition of the Council, Government has only provided Rs. 30,000 for the construction of bungalows for three Provincial Service officers though it has pending a programme of construction totalling over Rs. 20 lakhs, and many of the items are urgent.

(iii) In 1922-23 and in 1927-28 the Council rejected the demand for expenditure on the residences of His Excellency the Governor. On the latter occasion, however, the Council restored the sum on a supplementary demand being put to it later in the year.

6. The standing committee of the department met only five times during the last six years, *viz.*, once in 1921, once in 1922, twice in 1925 and once in 1926. On these occasions it approved of all proposals placed before it for new expenditure on works and these were put in the budget and passed by the Council. The committee dealt only with communications and purely departmental works.

In 1927 the Board of Communications replaced the departmental committee and at a meeting on the 19th December 1927 it selected the nine, most urgent communication works in the province. Of these, four were included in the budget and passed by the Council. The remaining items could not be included owing to lack of funds. The constitution of these bodies is shown in Statement V.

7. (i) The progress achieved by the department as measured by the construction and raising in class of roads and the expenditure on public buildings, water-works, drainage schemes, etc., is given in Statement III. Progress depends so much on the financial condition of the province, and the set backs due to the periodical famines and scarcities are such important factors, that no true comparison can be made between the results achieved prior to and after the Reforms.

(ii) It has often been suggested that new expenditure on major communication works, such as on large bridges, etc., which would benefit posterity should be financed by loans. So far, this has not been done though both prior to and since the Reforms the popular demand has been for accelerated progress, if necessary, financed by loans, in the matter of road and bridge construction. Before the advent of the motor-car, and before the country was opened up, the greatest need was for railways, and these were financed on a large scale from loan funds. Conditions have now changed and, as in other countries, the need for roads is becoming increasingly more prominent.

8. (i) Statement IV, in which are shown the changes in strength, personnel and recruitment of staff since the year 1920, indicates clearly that the main change resulting from the Reforms is in personnel. No Europeans have been recruited since 1920 and the number in the Indian Service of Engineers has fallen from 19 to 10 during the last seven years.

The Reorganization Committee recommended complete reorganization of the services and its recommendations were very largely given effect prior to the year 1921-22. The Provincial Engineering Service was formed in 1920, but it was at the outset deliberately kept below its sanctioned strength with a view to facilitating the transfer of Public Works to local bodies—a subject dealt with later. Recently recruits have been taken on accepting as a condition of their appointment the liability to service under local bodies if at any time called upon to do so. The strength of the service has been increased since 1924 from 24 to 31, but is still five below sanctioned strength. No selection committee has been formed, and all new appointments to this service have been made, as in pre-Reform years, on the recommendation of the Principal, Thomason College of Engineering, Roorkee, from among the passed students of that college in accordance with a guarantee given by the Government of India which has now expired. Some subordinates and temporary engineers have also been promoted to the service on the recommendation of the Chief Engineer.

(ii) Other changes are the entire stoppage of recruitment to the Indian Service of Engineers of this branch of the Public Works Department as announced by the Government of India in 1925 (though in effect in this province, recruitment was stopped in 1920), the abolition of the posts of Sanitary Engineer and Consulting Architect, the temporary holding in abeyance of one Superintending Engineer's charge (this was subsequently re-constituted) and the reduction in the number of Public Works Department divisions from 13 to 10. Some of these reductions were made on the recommendation of the Retrenchment Committee and were approved by the Secretary of State. Though there has been a great expansion of work since the lean years after the last famine, all the divisions which were closed down have not been reopened. This economy has been effected partly by the extended use of motor-cars by the superior staff. Some of the charges now are very large, covering areas of from 10,000 to 18,000 sq. miles.

9. One other criticism which has been very persistent may be mentioned. It is that the posts of Superintending Engineers are unnecessary and should be abolished. This is in consonance with the generally expressed opinion of the Council that all intermediary officers between the Government and the district or executive officers should be abolished. One post of Superintending Engineer was abolished as a result, but had to be restored later when financial conditions improved, and the programme of works in consequence expanded.

10. A minor result of the Reforms has been a considerable increase in correspondence in all offices. It is difficult to account for this in detail, but it is probably chiefly due to the more detailed and rigid control exercised by the Finance Department and audit offices over expenditure; also to the very considerable labour involved in answering Council questions and in preparing cases for the large number of committees formed in recent years.

11. Reference has been made to the policy of transfer of public works to local bodies. This policy formed one of the main recommendations of the Reorganization Committee with the object of encouraging local self-government, and giving local bodies an interest in the public works in the areas under their control. At the time when this recommendation was made (in 1917) government was a thing apart from the people, and a proposal which promised to entrust the expenditure of public monies to bodies controlled by the people was naturally popular. At that time the local bodies were not what would now be considered representative in character, as an official was always chairman and many of the members were nominated. But the policy of transfer promised less centralization and greater freedom, and the first Minister appointed threw all his weight into securing its implementation. As a result, nearly 2,000 miles of State roads out of a total of less than 7,000 miles, with all buildings, etc., thereon, were rapidly transferred to district councils for maintenance from Government funds.

The areas traversed by these roads are regarded as transferred areas, and all minor original Government works are ordinarily executed by the agency of the district councils. For doing this work the district councils receive agency or supervision charges to meet the cost of the necessary supervising establishment. The transfers have not proved an unqualified success; the staff engaged is often not efficient and audit is not sufficiently effective. Many works have had to be resumed, and some damage has resulted to roads due to neglect. Some district councils have also begun to neglect their own roads as distinct from transferred roads. In 1926-27, for instance, of the 22 district councils, 11 spent less than Rs. 4,000 each on their own roads, including both original works and repairs, while prior to 1906 each district council spent an amount equal to the road cess, i.e., to $3\frac{1}{2}$ per cent of the land revenue of the district. The Deputy Commissioner, who was usually chairman, saw to it that the money was not diverted to any other purpose. District councils have now been given freedom to spend their income as they like. As an example of the present position the case of Seoni District Council may be quoted. This council had a revenue in 1926-27 of Rs. 20,000 from ferries and the percentage of the general cess previously earmarked for roads; but it spent only Rs. 3,000 on roads.

PUBLIC WORKS DEPARTMENT

STATEMENT I.—Receipts and

[Referred to

Minor heads.	1916-17.	1917-18.	1918 19.	1919-20.	1920-21.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
I. Revenue XXX.—Civil Works (Receipt)	3,03,301	3,72,983	3,37,944	3,43,434	3,40,548
II. Expenditure 41.—Civil Works—Reserved—					
Original Works—General Administration	...	...	...	...	...
Repairs ...	...	...	...	...	...
Establishment ...	...	...	...	...	...
Tools and Plant ...	...	...	...	...	...
For rounding ...	...	...	...	...	...
Total Reserved	...	...	...	...	...
III. 41.—Civil Works—Transferred—					
Original Works—Post Office	...	2,485	3,165	...	...
Land Revenue	85,470	63,614	37,033	25,291	21,188
Excise	43,246	77,644	70,966	67,016	39,834
Forest	3,440	11,412	7,241	3,311	7,762
Registration	6,328	10,228	...	5,445	1,605
General Administration	92,153	53,426	16,698	20,721	94,930
Administration of Justice	1,74,198	1,70,486	1,75,139	2,43,989	2,06,412
Jails and Convict Settlements...	31,301	28,669	26,584	28,270	33,107
Police	2,59,303	2,75,875	1,88,275	1,74,784	1,19,740
Scientific Departments	9,303	8,827	4,648	12,690	7,769
Ecclesiastical	2,084	2,153	1,470	1,887	2,609
Education other than European and Anglo-Indian Education.	4,11,809	5,61,280	10,24,374	9,57,637	6,42,659
Medical	...	...	...	...	...
Public Health	1,19,403	94,070	53,939	57,523	47,727
Agriculture	...	...	...	...	...
Industries	54,943	40,039	79,961	1,56,018	89,528
Civil Works	...	...	...	...	...
Losses on stock	25,949	53,003	...	54,760	71,930
Stationery and Printing	...	4,695	...	...	2,118
Miscellaneous Departments	630	2,237	...	1,167	234
	25,398	16,373	51,134	68,173	1,14,164
Total	13,44,958	14,75,516	17,40,631	18,78,682	15,03,316
Communications	10,42,366	14,94,683	14,01,396	17,27,993	20,39,320
Miscellaneous	14,034	19,329	8,324	37,723	4,830
Total Original Works	24,01,358	29,89,529	31,50,351	36,44,358	35,47,466
Repairs—Buildings	...	...	...	...	...
Communications	3,31,835	3,74,113	3,87,508	4,38,729	4,44,863
Miscellaneous	17,10,958	17,51,571	15,45,575	17,52,569	17,18,151
	5,162	5,318	6,680	5,866	3,048
Total	20,47,955	21,31,002	19,39,763	21,97,164	21,66,062
Establishment	...	...	...	...	...
Tools and Plant	10,03,174	10,19,069	9,97,676	11,64,917	13,38,976
Grants-in-aid	1,09,185	1,07,529	1,18,061	1,27,732	3,81,130
Suspense	...	...	...	...	...
Deduct—English cost of (i) Stores	...	...	...	...	...
(ii) Establishment	...	...	...	...	...
Loss by exchange (i) Stores	...	...	...	...	...
(ii) Establishment	...	...	...	...	...
Expenditure in England (i) Stores	...	...	...	...	...
(ii) Establishment	...	...	...	...	...
For rounding	...	...	...	...	...
Total Transferred	55,61,672	62,47,129	62,05,851	71,33,811	74,53,634

NOTES—(1) Figures from the year 1916-17 to 1926-27 are actual, those for 1927-28 and
(2) The classification "Reserved" and "Transferred" came into force from
(3) There is some intertransfer of figures owing to the change in the minor heads
(4) The minor head grants-in-aid has been abolished from 1st April 1928.—

*Includes cost of works

(BUILDINGS AND ROADS BRANCH).

Expenditure.

in paragraph 2 on page 216.]

1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28. (Budget estimates.)	1928-29. (Budget estimates.)
7	8	9	10	11	12	13	14
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
CEIPIS.							
4,02,736	4,06,363	4,62,210	4,47,290	4,76,215	5,10,114	5,10,000	5,10,000
DITURE.							
2,599	4	325	9,675	9,972	49,189	16,500	10,000
12,069	9,846	13,739	20,515	15,155	32,614	35,500	37,103
5,460	3,445	3,592	9,025	6,130	16,636	11,000	9,200
1,199	645	631	1,422	1,370	9,243	2,000	2,000
...
21,333	13,940	18,287	40,637	32,637	1,07,679	65,000	58,000
...
21,009	6,230	3,411	6,839	6,702	36,143	45,800	37,000
28,276	6,808	1,52,217	18,923	16,195	12,040	23,800	28,000
777	15,136	9,371	3,871	2,953	22,037	31,800	20,000
-88	759	114	75	2,305	2,006	4,200	6,000
30,346	23,991	77,343	1,54,753	2,19,705	3,24,113	3,14,400	2,86,000
70,495	1,07,318	1,35,663	50,080	16,767	9,018	10,600	48,000
26,131	21,774	48,599	22,446	26,625	27,891	34,900	46,000
58,314	1,18,893	1,78,367	1,71,255	1,33,586	2,29,367	2,71,500	2,26,400
4,647	-49	...	858	6,081	32,558	...	...
7,71,571	5,06,226	2,28,146	87,040	3,57,964	7,01,497	7,78,800	6,08,400
31,781	29,566	1,03,909	91,718	2,22,479	89,845	2,24,300	1,81,500
49,760	324	18,282	1,860	13,607	...	1,000	51,000
62,561	7,660	12,415	15,143	22,438	22,307	30,600	64,000
18,185	13,191	42,949	25,068	14,721	17,577	20,000	1,03,000
1,14,125	74,498	26,771	17,727	13,986	20,669	17,000	17,000
...	570	...	...	...	...	...	...
365	4,825	3,286	1,108	745	2,523	1,500	...
277	64,903	1,722	609	4,698	226	1,800	1,000
12,89,432	10,02,623	10,62,565	6,69,443	10,81,857	15,49,822	18,12,000	17,23,300*
6,13,832	7,05,074	12,84,319	10,94,950	11,46,013	16,06,557	23,50,000	28,75,700*
...	5,490	13,967	142	47,941	43,142	52,000	71,000*
19,03,264	17,13,187	23,60,851	17,64,535	22,75,811	31,99,517	42,14,000	46,70,000
4,23,174	4,29,999	4,55,721	4,64,768	5,03,169	5,67,123	6,00,000	6,86,400*
16,78,469	18,01,685	18,50,249	19,57,479	22,60,555	26,43,631	28,12,000	35,28,000*
...	3,193	296	481	388	6,636	8,000	1,800*
21,01,643	22,34,877	23,06,266	24,22,728	27,64,112	32,17,390	34,20,000	42,16,200
15,28,146	13,77,214	12,92,163	12,52,036	12,26,814	13,04,958	13,89,000	13,53,800
3,31,654	2,58,849	2,10,285	1,98,437	2,74,191	7,51,015	2,48,500	3,22,000
...	...	...	8,25,386	11,02,773	17,11,693	17,25,600	...
...	...	...	-22,878	-24,790	-14,975	...	...
...	...	...	-38,456	-2,358	668	...	...
...	...	...	-57,513	-69,781	-44,451	...	...
...	...	...	+9,784	+587	+171	...	...
...	...	...	+16,454	+17,177	+11,245	...	...
...
...
...
...
...
58,64,707	55,84,127	61,69,565	63,69,513	75,14,536	1,01,15,895	1,09,47,000	1,05,62,000

1928-29 are budgetted ones.

1921-22 hence figures of expenditure under "Civil Works - Reserved" prior to that year are not available.

Land Revenue, General Administration and Administration of Justice.

under management of District Councils.

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT II.—*Budget Cuts.*

[Referred to in paragraph 5 on page 217.]

Year.	Total cut.	Cuts accepted by Government.
	Rs.	Rs.
1921-22	25,500	25,500
1922-23	31,300	31,300
1923-24	11,000	11,000
1924-25	64,32,310	4,26,400
1925-26	1,60,000	1,60,000
1926-27	...	...
1927-28	21,101	21,101
Total	66,81,211	6,75,301
		<i>Details.</i>
1921-22	25,500	(1) Consulting Architect 25,200
		(2) Chief Engineer's hill allowance 300
		Total ... 25,500
1922-23	31,300	(1) Lump sum Government houses 7,500
		Accepted by Government ... 5,000
		(2) Five mohwa godowns Raipur 6,300
		Distillery.
		(3) Assistant District Superintendent of Police's bungalow, Ellich- 10,000
		(4) Deputy Director of Agriculture's bungalow, Jubbulpore. 10,000
		Total ... 31,300
1923-24	11,000	(1) Under grant-in-aid ... 10,334
		(2) Under Establishment ... 666
		Total ... 11,000
1924-25	Budget was thrown out 64,32,310	21 Items of new expenditure totalling. 4,26,400
1925-26	1,60,000	(1) Extra-Assistant Commissioner's bungalow, Yeotmal. 15,000
		(2) Extra-Assistant Commissioner's bungalow, Khandwa. 20,000
		(3) Extra-Assistant Commissioner's bungalow, Akola. 10,000
		(4) Bungalow for Subordinate Judge at Daryapur. 12,000
		(5) Bungalow for Subordinate Judge at Narsinghpur. 20,000
		(6) Bungalow for Civil Surgeon at Bilaspur. 30,000
		(7) Public Health Research Institute, Nagpur. 50,000
		(8) Public Works Department, Sub-Divisional Officer's bungalow at Ellichpur. 13,000
		Total ... 1,60,000
1926-27	Nil.	.....
1927-28	21,101	(1) Government house for Legislative Council members. 20,000
		(3) Superintending Engineer's office establishment. 100
		(4) Lump sum reduction ... 1,000
Total	66,81,211	Total ... 21,101
		GRAND TOTAL ... 6,75,301

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT III.—*Progress of the department.*

[Referred to in paragraph 7 on page 217.]

Progress achieved.	Period five years from 1916-17 to 1920-21.	Period six years from 1921-22 to 1926-27.	Remarks.
Increase in mileage of metalled roads ...	445	235	Very few roads were abandoned but information is not readily available.
Decrease in mileage of unmetalled roads, <i>i.e.</i> , number of miles raised in class or abandoned, etc.	321	141	
Value of new buildings constructed ...	Rs. 79,43,103	Rs. 51,05,920	
Value of contributinal works, <i>i.e.</i> , water works, town drainage schemes, etc.	30,69,836	11,94,615	

NOTE.—In the period 1916-17 to 1920-21 the Public Works Department was in charge of town water supplies throughout the province the total cost of maintenance of which amounted to about Rs. 2,35,200. Since the Reforms all water works, except that at Jubbulpore, have been transferred to municipalities for maintenance. The Public Works Department, however, still carries out occasional inspection and its advice is at the disposal of the municipalities.

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).
STATEMENT IV.—Statement showing changes in strength, personnel and recruitment of staff.

[Referred to in paragraph 8 on page 217.]

Year.	Indian Service of Engineers.					Central Provinces Engineering Service.			
	Sanctioned cadre.	Actual strength.	Personnel.			Sanctioned cadre.	Actual strength.	Personnel.	
			Europeans and Europe recruited Indians.	Indians non-resident of the province.	Indians residents of the province.			Domiciled Europeans and Indians non-resident of the province.	Indians residents of the province.
1	2	3	4	5	6	7	8	9	10
December 1920	32	19	*20	8	1	39	24	19	5
December 1921	32	29	19	9	1	39	24	19	5
December 1922	32	29	19	9	1	39	24	19	5
December 1923	30	26	16	9	1	39	23	18	5
December 1924	30	24	15	8	1	39	27	22	5
December 1925	30	21	12	8	1	39	28	23	5
December 1926	30	20	11	8	1	39	29	23	5
December 1927	30	*20	*11	8	1	39	31	26	5

*There is only one Europe recruited Indian in the Indian Service of Engineers.

PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

STATEMENT V.—*Constitution of Public Works Department Standing Committees and Central Provinces Board of Communications.*

[Referred to in paragraph 6 on page 217.]

I.—*Public Works Department Standing Committee (vide Local Self-Government Department Notification No. 569-208-VII, dated the 27th February 1924).*

Financial Secretary to Government.

Mr. B. V. Katangale, M.L.C.

Khan Bahadur Saiyed Abdur Rahman, M.L.C.

Mr. C. R. Joshi, M.L.C.

,, Ghulam Mohiuddin, M.L.C.

,, T. S. Korde, M.L.C.

,, Mansur Ali Khan, M.L.C.

II.—*Central Provinces Board of Communications (vide Public Works Department, Buildings and Roads Branch, Notification No. 690-F.-W.-B., dated the 30th November 1927).*

The Hon'ble Minister for Agriculture.

Commissioner, Nagpur Division.

Financial Secretary to Government.

Chief Engineer, Buildings and Roads Branch.

Mr. G. P. Jaiswal, M.L.C.

,, T. J. Kedar, M.L.C.

,, M. P. Kolhe, M.L.C.

Rao Bahadur V. M. Jakatdar.

Beohar Raghubir Sinha.

Rao Bahadur Govind Rao Mondloi.

Pandit Ravishankar Shukla.

Mr. B. R. Patel.

,, A. E. Joyce, Technical Member.

Vacant

Do.

Mr. G. M. McKelvie, Under Secretary, Public Works Department.

}	Representatives of Local Bodies from the five Commissioners' Divisions.
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PUBLIC WORKS DEPARTMENT (BUILDINGS AND ROADS BRANCH).

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PART XVII.—THE SERVICES.

275. Recruitment to the all-India Services is governed by orders of the Secretary of State. The earliest orders with regard to the percentage of Indians and Europeans respectively to be recruited to the services serving in the reserved departments were those passed in 1925 for the Indian Civil Service and the Indian Police Service. As regards the Indian Forest Service, the Lee Commission recommended that recruitment should be in the ratio of 75 per cent Indians to 25 per cent Europeans in those provinces in which forest administration is reserved, as it is in the Central Provinces. With regard to the proportion of Indians directly recruited and promoted from the provincial service, respectively, the local Government considered that the provincial cadre should be increased from 32 to 35 by the addition of three new posts; and if that were done the percentage of listed posts for the provincial service might be raised from $12\frac{1}{2}$ to approximately 24 per cent. No orders have been received on this point, but the percentages of Indians and European have been fixed at 75 and 25, respectively, leaving the percentage of $12\frac{1}{2}$ for listed posts so far unchanged.

Orders regarding the Indian Service of Engineers (Irrigation Branch) were received in 1926. The rate of recruitment prescribed is 40 per cent Europeans, 40 per cent Indians directly recruited, and 20 per cent officers promoted from the provincial service. The provincial service differs from other provincial services in that owing to the drafting into it of Temporary Engineers when the employment of Temporary Engineers was abolished it may contain Europeans and not only statutory natives of India. In this province one European has been thus recruited to the provincial service, and has been promoted under the orders of the Secretary of State to the Indian Service of Engineers. Thus the 20 per cent, reserved for promotion to the Indian Service of Engineers does not, as in the case of the other all-India Services, connote a 20 per cent Indianisation.

The only other all-India Service in the reserved departments is the Jail Department branch of the Indian Medical Service. There are only three posts allotted to the service in this department—one of Inspector-General of Prisons and two of Superintendents of Central Jails. All these posts are, under the orders issued in May 1928, open to either Indians or Europeans, and as recruitment is not made direct to these provincial appointments but by transfer from the military branch of the service, the number of Indians and Europeans employed, respectively, must ultimately depend upon factors outside the cognizance of the local Government.

276. The percentages of recruitments may be summarized as follows :—

Services.	Sanctioned recruitment.				
	Europeans.	Directly recruited Indians.	Promotion from Provincial Service.		
			Indians.	Either Indians or Europeans.	
Indian civil Service	40	40	20	...	
Indian Police Service	50	30	20	...	
Indian Forest Service	25	64	11	...	
Indian Service of Engineers (Irrigation Branch)	40	40	...	20	
Indian Medical Service (Jail Department)	...	Not fixed.	...	...

The stage which Indianisation had reached in these services on April 1st 1928, is shown in the sub-joined table :—

Services.	Percentages of—			
	Europeans.		Indians.	
	11 years' service and over.	1 to 10 years' service.	11 years' service and over.	1 to 10 years' service.
Indian Civil Service	80	46	20	54
Indian Police Service	84	68	16	32
Indian Forest Service	93	47	7	53
Indian Service of Engineers (Irrigation Branch)	57	60	43	40
Indian Medical Service (Jail Department)	35	...	67	...

Recruitment to the Indian Civil Service has closely followed the prescribed percentage with 13 Indians directly appointed since the commencement of the Reforms against 12 Europeans. In the Police Service the corresponding figures are 5 Indians and 15 Europeans. To the number of Indian must be added one promoted in 1922 to the Imperial Service from the provincial service.

In the Indian Forest Service 9 Indians and 9 Europeans have been recruited since the Reforms. The percentages of 75 and 25 have not been approached because the necessary qualifications were not obtainable in India.

In the Indian Service of Engineers (Irrigation Branch) four Indians have been recruited since the Reforms, including one still on probation, against one European. The circumstances of recruitment to this service are exceptional. The Government of India prior to the Reforms gave a guarantee to the engineering colleges of India of employment for their students in the all-India Service. This guarantee was terminated in February 1925, but still holds good with regard to students who were then in the colleges. Recruitment to the Buildings and Roads Branch of the service meanwhile ceased with the Reforms when this branch became a transferred subject, with the result that the field for employment of these students was approximately halved, and the pressure for employment in the Irrigation Branch consequently doubled.

Simultaneously the demand for recruits has decreased partly because several posts have been held in abeyance as a measure of economy and partly because, until a decision has been arrived at with regard to the future policy of the department which is now being examined by an Irrigation Committee, it is uncertain whether future expenditure will not be curtailed and thus call for a still further diminution of the cadre. Of the four Indians recruited since the Reforms, one was taken because of the Government of India guarantee, when he was not really required. Recently the local Government had to move the Government of India to get the proposal to appoint a European cancelled for the same reasons.

The present position with regard to I. M. S. officers serving in the Jail Department has been described in the memorandum on that department. The Inspector-General is a European and the two Superintendents of Central Jails are Indians. Although, as stated above, the percentage of Indians employed must ultimately depend upon the ratio of recruitment to the service, in which the local Government has no voice the fact that the local Government is consulted with regard to any appointment which falls vacant enables it to influence the progress of Indianisation.

277. In the transferred departments recruitment to the all-India Services was, as a general rule, stopped at the outset of the Reforms. The

present percentages of Europeans and Indians in these services are shown in the table below. The figures of from 1 to 10 years' service are of course affected by the fact that the Indians doing the work of all-India service officers do not belong technically to such a service—

Services.	Europeans.		Indians.	
	11 years' service and over.	1 to 10 years' service.	11 years' service and over.	1 to 10 years' service.
Indian Service of Engineers (Buildings and Roads Branch).	38	72	62	28
Indian Agriculture Service ...	80	83	20	17
Indian Veterinary Service ...	100	100	...	...
Indian Educational Service (Men's Branch)	77	...	23	100
Indian Educational Service (Women's Branch)	100	...	...	...
Indian Medical Service (Medical Administration)	92	...	8	...
Indian Medical Service (Public Health)	100	...	...	...

Exceptions to the general rule that recruitment to these services stopped in 1920 are found only in the Medical and Public Health Departments to which officers of the Indian Medical Service are recruited. In the Indian Agricultural Service an officer was deputed to the province as late as February 1922, but he had been given an appointment before the Reforms and owing to exceptional circumstances was not available for duty at once. Although the orders of the Secretary of State contemplate the possibility of recruitment to the Buildings and Roads Branch of the Public Works Department in order to absorb the surplus students of the Indian engineering colleges, no such recruitment has actually taken place. The results of the cessation of recruitment to these services and of the failure to recruit hitherto provincial services to take their place are indicated in the memoranda dealing with each department. The position is most serious in the Indian Veterinary Department owing to the lack of facilities for adequate training of Indian recruits, and in the Department of Agriculture, where, although training institutions exist, no direct appointments of adequately qualified officers have been made since the Reforms, and only stop-gap arrangements have been made to cope with the work of the department which, whilst the all-India Service has been steadily contracting, has on the other hand steadily expanded.

With regard to the I. M. S. officers employed in the transferred departments it has been separately noted that the one post in the Public Health Department—that of Director—is at the present moment combined with that of Inspector-General of Civil Hospitals in the absence of any permanent incumbent. As regards the Medical Department, the new organization of the Indian Medical Services gives to this province seven Civil Surgeoncies reserved for Europeans, but does not reserve for the service the post of Inspector-General of Civil Hospitals. In the *communiqué* issued by the Government of India in the Department of Education, Health and Lands on May 9th last it was stated that: "The adoption of the new list of reserved posts will leave on the civil side, a surplus of I. M. S. officers who are now holding appointments which are at present reserved for the service. The existing rights of these officers will be fully preserved. The implication is that the large reduction made in the number of posts reserved for the service has made the number of posts less than the number of officers available to fill them. The facts in this province are otherwise. Against seven Civil Surgeoncies reserved for Europeans, there are at present only seven European Civil Surgeons; of these two are on leave, whilst three have been refused leave within the last 12 months because their places could not be filled. It was at one time contemplated that the place of the Indian Medical Service might be wholly or partly taken by direct recruitment of European doctors on short-term contracts. One such

doctor was recruited. On the completion of the period of the contract he was offered by the local Government an extension, but accepted instead a better contract in an Indian State.

278. The number of officers who have retired since the commencement of the Reforms on proportionate pension is as follows :—

Services.	Number.	Percentage of present, sanctioned strength of service.
Indian Civil Service ...	9	8
Indian Police Service ...	12	22
Indian Forest Service ...	5	15
Indian Service of Engineers (Irrigation Branch).	5	21
Indian Educational Service ...	2	6
Indian Medical Service ...	2	7
Indian Agricultural Service ...	2	15
Indian Service of Engineers (Buildings and Roads Branch).	2	7

All of these were Europeans with the exception of two officers of the Irrigation Department. Of the officers of the Indian Civil Service five were serving on the executive side and four on the judicial. The extent to which causes other than mere dissatisfaction with the Reforms influenced the decision to retire in each case cannot be stated, but it may certainly be said that some officers found it convenient to retire for other reasons, and in the Police Service three officers are known to have taken up employment after retirement in an Indian State. But as against cases of officers who may have retired for other reasons than inability to serve under the reformed government may reasonably be set the cases of officers who would not have retired as early as they did on full pension but for the constitutional change. These premature retirements, coupled with other causes such as casualties and abnormal recruitment during the period of the War, have resulted in a shortage of senior officers. This may be illustrated by the juniority of officers holding district charges. On April 1st, 1928, the most junior officers holding charge had the following service to their credit :—

	Years.	Months
Deputy Commissioner ...	3	5
District Superintendent of Police ...	2	4
Divisional Forest Officer ...	2	4

In consequence of the shortage in the Indian Civil Service, the following posts, which would normally have been held by members of that service if the flow of recruitment had been even, are at present held by members of the provincial service :—

Under Secretaries to Government ...	2
Sub-divisional Officers in special sub-divisions .	2 out of 4
Revenue Officers for Forest Working Plans ...	3

The Civil Service (Governors' Provinces) Delegation Rules, which enable the local Government to frame rules for the organization of superior provincial services, were not issued until 1926. Steps have now been taken to frame rules and it is expected that they will be in operation for all the transferred departments before the close of the year. Thus, there will be a gap of approximately eight years without recruitment to any of the services. The precise effect on future promotion within the new services can only be estimated, but unevenness will be unavoidable. The extent to which they will be required to replace the all-India Services already may be judged from the following statement :—

	Number of posts.	Number of officers serving on April 1st, 1928.
Indian Service of Engineers (Buildings and Roads Branch).	30	20
Indian Agricultural Service ...	13	11
Indian Veterinary Service ...	2	2
Indian Educational Service ...	31	18
Total ...	76	51

The effective number of officers is still less as the figures given include at least three officers on leave preparatory to retirement and three on deputation or serving with the Government of India. In the Veterinary and Education Departments it has been necessary to obtain sanction to the temporary appointment of members of the present provincial services to superior posts on the cadre of the all-India Services, whilst in the Agriculture and Public Works Department superior posts have been kept unfilled, or have been filled by placing a provincial service officer "in charge of the office".

In addition to the all-India Services there are 25 posts declared by the local Government to be special post under Rule V of the rules regarding the Civil Services in India made by the Secretary of State under section 96-B of the Government of India Act. Of these, the posts of Textile Expert, Agricultural Engineer, and Chief Inspector of Factories are vacant.

279. With regard to the conditions under which the services have worked since the Reforms, mention must first be made of the non-co-operation movement in 1921. All the services suffered in a greater or less degree from the widespread contempt for authority which prevailed. The centre of the storm was in Nagpur where feeling was greatly excited by the holding of the Congress meeting in December 1920. But nowhere were serious or premeditated assaults made on individual officers, and neither then nor at any other time since the Reforms have there been casualties in the services through political or communal agitation. In 1923 the Nagpur flag agitation which drew recruits from all over India was construed by Government as a deliberate attempt to annoy residents of the Nagpur Civil Station who were mostly senior European officers and their families. The agitation was non-violent in character, and as it was kept strictly in check, members of the services were not actually affected by it. Since then there has been no public movement in which either the services generally or individual members have been exposed to the threat of violence, and in the communal disturbances which have recently marred the tranquillity of the administration the members of the Police and Civil Services, who have had to deal with them, have incurred no personal animosity, and have received support from responsible members of the public. The members of the services have also enjoyed freedom from attack in the civil and criminal courts. In the Legislative Council criticism of the general policy of Government with regard to service matters has been unflinching, but disapproval of individual officers has been confined to resolutions regarding the administration of one officer only of the Indian Civil Service. The protection of the services, which is specially enjoined upon the Governor by the Instrument of Instructions, has been necessary in the following cases during the first Ministry:—

(1) Indian Medical Service—

One case of an allowance to a Civil Surgeon.

(2) Indian Service of Engineers (Buildings and Roads Branch)—

(a) Two cases of grant of pensions.

(b) Two cases of increment.

(c) One case of pension of an Executive Engineer.

(d) One case of a charge allowance.

(3) Indian Educational Service—

One case of selection to a selection post.

All the officers concerned in these eight cases were Europeans.

280. Although the Legislative Council has, with the single exception already mentioned, refrained from expressing disapprobation of the conduct of individual officers, it has never ceased to criticize the present organization and privileges of the all-India Services. In August 1921, a resolution was passed disapproving of the announcement of the Secretary of State regarding the revision of salaries in the services. In March 1922 another resolution was passed that recruitment for the Imperial Services

should, as far as possible, be stopped in the British Isles, and Indians recruited in India on a smaller scale of salaries. The mixed committee of officials and non-officials known as the Retrenchment Committee was appointed by the local Government, not directly in answer to these resolutions, but partly as a result of the repeated pressure by Council for retrenchment. The question of the abolition of posts held by the superior services and of the reduction of their emoluments came within the purview of this committee. But as a result of subsequent correspondence regarding the terms of reference to the committee, the Secretary of State ruled that the local Government should not, without his previous sanction, invite a mixed committee of this nature to embark on a general examination of the scales of pay or the strength of cadres of the Imperial Services. The committee recommended a number of reductions many of which would have affected the all-India Services, but so far as these services were concerned, its conclusions were not accepted by Government. From time to time the local Government has, in response to the wishes of the Council, done away with, or kept vacant, posts held by Imperial Service officers, such as the post of Personal Assistant to the Commissioner of Settlements; but the only service materially affected thereby has been the Indian Service of Engineers, in both the Buildings and Roads and Irrigation branches, in each of which a post of Superintending Engineer has been kept unfilled.

VOLUME II.

**Memorandum on the development of
local self-governing bodies in the
Central Provinces and Berar**

Memorandum on the development of local self-governing bodies in the Central Provinces and Berar.

PART I.

MUNICIPALITIES AND NOTIFIED AREA COMMITTEES.

Introductory.—The origin of municipal administration in this province is somewhat obscure, but prior to 1864 separate funds for local administration called “basti funds” existed in at least the two towns of Nagpur and Jubbulpore. Their income consisted chiefly of town duties—octroi—from which the cost of the police was defrayed, the balance being made available for local improvements. In 1864 this form of administration was legalized by the application of the City of Lucknow Municipal Committee Act XVIII of 1864 to the towns of Nagpur and Jubbulpore, and three years later the Punjab Municipal Committees Act XV of 1867 was extended to 78 other towns in the province. This wholesale creation of municipalities proved to be somewhat premature and within the course of the next few years many of the smaller towns were withdrawn from the operation of the Act. The first Municipal Act of this province was passed in 1873 (II of 1873) and remained in force till 1889 when the C. P. Municipal Act XVIII of that year was introduced. This was repealed by Act XVI of 1903. The new C. P. Municipalities Act (C. P. No. II of 1922), under which municipalities are now governed, was passed by the first Legislative Council constituted under the Reforms. It came into force in the Central Provinces in July 1923, and was applied to Berar in February 1924.

2. Constitution of municipal committees.—The new Act aims at liberalization of the municipal constitution and confers on the committees widely extended powers of taxation and local management. The power to constitute a municipality rests with the local Government and is exercisable after preliminary examination and taking into account any objections offered. On notification of an urban area as a municipality the Act applies thereto, unless the local Government by notification excepts it from the operation of any of its provisions.

3. Municipal committees are composed of elected, selected and nominated members. The number of selected members may not exceed one-fifth of the total,

and selection is made by the elected and nominated members from amongst the residents of the municipality. Prior to 1927 selection was confined to aldermen, *i.e.*, members of the expiring committee, and the express object of selection was to ensure a leaven of experienced municipal administrators in each succeeding committee. In 1927 an amendment to the Act by which selection was thrown open to all persons qualified for membership was successfully moved by a non-official member of the local Legislative Council, so that the original object of selection has been stultified. In practice selection usually results in strengthening the majority party amongst the elected members. The number of members nominated by Government may not exceed one-fifth of the total number of members nor the number of selected members. The power of nomination is usually used to afford representation to interests or communities which are either unrepresented or inadequately represented on the committee as a result of the elections, and in particular for the benefit of women, Muhammadans or members of the depressed classes. Government servants, especially engineers and medical officers, whose technical knowledge is likely to be of service to the committees, are also not infrequently nominated, but to an increasingly less extent each year.

The total number of members is prescribed for each municipality by rules made by the local Government under the Act. The municipal area is divided into wards which may return one or more members each, and special constituencies may also be created. For election in a ward a candidate must be enrolled as a voter in the municipality, and either must reside or carry on business in the ward. For election in a special constituency a candidate must reside in the municipality and be enrolled as a voter of the constituency.

4. Qualifications of voters.—A resident of the municipality is qualified for inclusion in the electoral roll if—

- (1) he is in receipt of an annual income of not less than Rs. 120, or such less income as may be prescribed by rules made under the Act ;
- (2) he is assessed to municipal taxes of not less than Rs. 2 per annum, or such less amount as may be prescribed ; or
- (3) he owns house property in the municipality of an annual letting value of not less than Rs. 60, or such less amount as may be prescribed.

For special constituencies the qualifications are residence in the municipality and such assessment to municipal taxation or possession of educational qualifications as may be prescribed.

5. A person is disqualified from voting who—

- (1) is not a British subject or a subject of an Indian State ;
- (2) has been adjudged of unsound mind ;
- (3) is under 21 years of age ;
- (4) is subject to any disqualifications under any other law or rules ;
- (5) is not entered on the electoral roll.

There is no educational or sex disqualification.

Further disqualifications attaching to candidates for election are—

- (1) dismissal from service of Government or any local body combined with a declaration by the local Government of disqualification for employment in the public service ;
- (2) dismissal or suspension from practising as a legal practitioner ;
- (3) disqualification under any other laws ;
- (4) the holding of any salaried office or place of profit in the gift or disposal of the committee ;
- (5) the possession of any share or interest in a municipal contract.

All these disqualifications except the last may be removed by the local Government, and the last may be removed by the Deputy Commissioner.

6. Office-bearers.—The President, and Vice-Presidents not exceeding two in number, are elected by the committee from amongst themselves or from residents in the municipality. A Government official is specially debarred from election except at a special meeting convened for the purpose of electing him and no other person, at which two-thirds of the members present vote in his favour. His election is further subject to the sanction of the local Government.

7. Functions of municipal committees.—A municipal committee is required by the Act to make reasonable provision for public lighting, sanitation and water-supply,

protection from fire, regulation of offensive or dangerous trades and practices, the control of public and private buildings and thoroughfares, the control of infectious diseases, public vaccination, the registration of births and deaths, provision and management of streets, markets and slaughter-houses, and the establishment and maintenance of primary schools. A committee may also at its discretion reclaim unhealthy localities and undertake schemes of town development, maintain public parks, libraries, museums, hospitals, dispensaries or other public buildings, undertake education, other than primary education, and in general any other measures likely to promote the public health, safety or convenience.

8. Powers of taxation.—A municipal committee may impose any of the following taxes:—

- (1) a tax on buildings or land ;
- (2) a tax on profession, trades, arts, crafts ;
- (3) a tax on vehicles or animals ;
- (4) an octroi tax ;
- (5) a tax on markets ;
- (6) fees for registration of cattle within municipal limits ;
- (7) water-rate ;
- (8) lighting rate ;
- (9) terminal tax on goods or animals imported into or exported from municipal limits ;
- (10) a tax on persons travelling by railway to or from a municipality to which pilgrims resort ; or pilgrims visiting a shrine within municipal limits.

The imposition of any taxes for the first time requires the sanction of the local Government whilst the imposition of a tax on pilgrims requires the sanction of the Governor General in Council. Further restrictions on the exercise of the powers of taxation are the exception of any part of a military cantonment, save with the previous consent of the Governor General in Council, the restrictions contained in the Municipal Taxation Act (Act No. II of 1881) and the instructions issued by the Government of India with regard to the principles governing octroi and terminal taxation.

9. Control of municipal committees over their finances.—A municipal committee has control over its own finances and can incur expenditure upon the objects

for which it is constituted, but is required under the Act to give precedence to certain expenditure in the following order :—

- (1) payment of any sums due on loans ;
- (2) cost of establishment including contribution to provident funds, pensions, etc. ;
- (3) cost of audit ;
- (4) cost of construction and maintenance of its offices.

Thereafter it is free to expend the municipal funds in performing any of the duties which it is required or competent to perform under the Act. Its budget estimates have to be submitted for the approval of the local Government only if the committee is indebted to the local Government or has borrowed elsewhere under the Local Authorities Loans Act. For the recovery of taxation the committee may apply to the Deputy Commissioner, who is empowered to collect by any of the processes applicable to the recovery of arrears of land revenue. In addition a committee may be specially empowered by the local Government to recover by the issue of distress warrant and the sale of goods distrained.

10. Control of Government over municipal committees.—The control of Government over municipal committees is exercised by the Deputy Commissioner, the Commissioner and the local Government. The Deputy Commissioner (and Commissioner) may examine the proceedings of any committee and may either himself or through another person authorized by him, inspect any immovable property of the committee or any work in progress under its direction and may call for any documents, statements, or accounts or reports that he may require. The Deputy Commissioner may suspend the execution of any order or resolution of a committee or the performance of any act likely, in his opinion, to cause injury or annoyance to the public or to any class or body of persons or to lead to a breach of peace. Any such order of the Deputy Commissioner must be forwarded by him to the local Government. The Deputy Commissioner may also report to the local Government matters requiring the exercise of the special powers of the local Government.

The local Government may provide for the execution of any act which a committee is empowered to execute or perform, the immediate execution or performance of which is, in the opinion of the local Government, necessary for the safety of the public, and may recover the cost thereof from the committee. If a committee has, in the opinion of the local Government, made default in the performance of any duty imposed on it, the local Government may fix a period for its performance and in default may arrange for the performance and recovery of the cost from the committee. The local Government may further recover from the municipal fund any sum the payment whereof has been fixed by the local Government in the exercise of any powers conferred by the Act. The local Government has the final decision of any dispute between the committee and any other local body. Finally, the local Government may dissolve a committee which is persistently incompetent or gravely exceeds or abuses its powers, and may order a fresh election. If the new committee elected repeats the performance of the dissolved committee, the local Government may supersede it, and may entrust the administration of the municipality to any other person or persons.

In addition to these specific forms of control all byelaws require confirmation by the local Government, and all rules are made by the local Government. Government buildings are exempted under the Government Buildings Act from municipal buildings byelaws. The local Government also controls the taking of loans by municipalities under the provisions of the Local Authorities Loans Act.

11. **Control of Governor General in Council.**—The control of the Governor General in Council is provided for in two sections of the Act—section 4 under which no part of a cantonment can be included in a municipal area without sanction, and section 66, sub-section (3), under which sanction is required for the imposition of a tax on pilgrims. Further limitation to the powers of municipalities are contained in the Municipalities Taxation Act (No. XI of 1881), the Indian Tolls (Army) Act (No. II of 1901) and the Schedule Taxes Rules framed under section 80-A (3) (a) of the Government of India Act.

12. Important provisions of the new Act.—The most important changes embodied in the present Act are—

- (1) matters such as qualifications of electorates formerly the subjects of rules are now statutory;
- (2) the sex disqualification has been removed and the franchise broadened;
- (3) the official element in the committee has been substantially reduced and officials have been practically disqualified from becoming office-bearers. The constitution of the committee has been broadened by the right of selection;
- (4) with the exception of certain minor restrictions financial autonomy has taken the place of rigid control of municipal budgeting;
- (5) the objects on which the municipal fund may be expended have been broadened;
- (6) more extensive powers have been given to interfere with the rights of private citizens;
- (7) greater control has been given over begging and infectious diseases.

Lastly, the control of the local Government has *defacto* materially altered in that the local Government is now represented by a Minister responsible to an electorate. This in turn reacts upon the control exercised by the Deputy Commissioner and Commissioner.

13. Progress in establishment of municipalities.—The progress made in establishing municipalities in the various revenue divisions is shown in the subjoined statement :—

Division.	Number of Municipalities.								
	1864.	1867.	1873.	1881.	1891.	1901.	1911.	1921.	1927.
Nagpur	1	34	17	22	20	19	18	20	20
Jubbulpore	1	22	13	12	12	12	9	9	10
Nerbudda	...	20	19	24	21	17	14	13	14
Chhattisgarh	...	4	3	3	3	3	3	4	4
Total Central Provinces.	2	80	52	61	56	51	44	46	48
Berar	(Not available.)			5	5	12	13	14	17
GRAND TOTAL	2	80	52	66	61	63	57	60	65

The large fall in the number of municipalities between the year 1867, when municipal administration was first legalized, and 1873, in which year the first Central Provinces Municipal Act was introduced, is due to the elimination of a number of the smaller towns to which the Punjab Municipal Act had been applied in 1867. Seven municipalities were abolished in the decade 1901—11 by withdrawal from the operation of the Act in pursuance of a policy of restricting municipalities to towns having a population of not less than 5,000 inhabitants. The number of towns having a population in excess of 5,000 in the Central Provinces is 57 with a total population of 896,625 and in Berar 44 with a population of 446,309, a total of 101 towns. Of the 48 municipalities existing in 1927 in the Central Provinces 4 have a population of less than 5,000 each and of the 17 municipalities in Berar one has a population of less than 5,000. In the Legislative Council session of March 1925, a resolution recommending that Government should take active steps to establish municipalities in tahsil towns and all towns having a population of 5,000 or above was moved and carried without a division. Government commended the resolution to the notice of its executive officers and in 19 towns selected as suitable, the local officers attempted to induce the residents to agree to the establishment of a municipality. In only one town did they meet with anything but opposition, and even that town was not sufficiently enthusiastic to enable definite proposals to be made.

14. Relaxation of official control.—In the year 1911 only 10 out of the 57 municipalities had non-official chairmen. The policy of increasing the responsibility of municipal committees by relaxing official control was introduced before the Reforms in 1918. At that time only 15 chairmen were non-officials. This policy was rapidly carried into effect and by 1921 the number had been increased to 45, in 1923 to 58 and now out of 65 municipalities the Pachmarhi Municipality, which has not the right of election owing to its being circumstanced peculiarly in that it is intended to serve the needs mainly of the officials stationed there, is the only one which still has an official president. Some of the smaller municipalities professed reluctance to lose the guidance of official chairmen, but suggestions for their retention were discouraged by Government; and the present Act, which

requires a two-thirds majority and a special meeting to effect the appointment of an official, effectively bars his successful candidature even if the Government ban were withdrawn. The adoption of this policy marks a real advance in local self-government, but has been inevitably accompanied by some loss of efficiency in some of the smaller municipalities.

15. Elections and electorate.—General elections were held during the period October 1927 to June 1928 in 48 municipalities, but statistics are so far available for 29 only. In most of the remaining municipalities elections have just been held and the new constitution has not yet been announced. Preparation of the electoral rolls was completed in all the 29 municipalities within the period of three months prior to the date fixed for the elections, except in one municipality in the Central Provinces and three in Berar in which the period was extended by the local Government by 6 and 18 days respectively. The number of claims for insertion, and objections to inclusion of names in electoral rolls was in all 3,688; of these 2,181 were filed in 5 out of the 29 towns. 1,417 were rejected and the result of the remainder was that 1,631 names were newly entered, 259 struck off and 312 altered. No appeal was made to the Commissioner against any original orders thus passed. All claims and objections were decided within the period of thirty days of the publication of the electoral roll except in 9 cases, all in Dhamtari, Raipur district. Only 4 nomination papers were rejected and an appeal against the decision of the Returning Officer was preferred in one case which was successful. The total number of voters in all the 29 municipalities was 114,443, the number of voters that attended the poll was 66,043, and the total number of votes recorded properly was 116,255, the number of votes exceeding the number of voters owing to plural constituencies. 1,213 votes in all were rejected; of these 531 were rejected in Amraoti and 231 in Ellichpur. Of the 66,043 voters attending the poll, 36,901 are returned as literate and 29,142 as illiterate—the only test of literacy was whether they had signed the electoral rolls or made their thumb impressions.

16. It is reported that the elections were contested keenly, but except in one or two cases none was fought on clearly defined political party lines, but mainly on personal and communal considerations. In the Yeotmal district

municipalities the contest was apparently on party lines ; it was however clear that the followers were attached to the leaders more by personal considerations than by agreement regarding political principles. In one municipality the local Swaraj or Congress party and the Hindu Maha Sabha party are said to have been formed more from private motives than political. In more than one municipality the elections disclosed a contest between "foreigners" and locals, the foreigners being immigrants from outside the province settled for more than a generation but easily separable owing to caste distinctions from the older residents. In one municipality the election was fought on communal lines, between Hindus and Muhammadans, the latter being supported by the depressed classes.

17. Complaints have been made from five districts that the electoral rolls are not prepared with care, two adding that the preparation of the roll was apparently affected by party considerations, and the names of voters of the opposite party deliberately excluded. It has also been brought to notice that there is no provision in the electoral rules for dealing with tendered or challenged votes and for the provision for tendering of votes by polling officers whose names appear in another ward. A suggestion has also been made for the revision of electoral rule 10 (a) which provides for the allotment of a colour to each candidate. This causes inconvenience in the larger municipalities where the number of candidates exceeds the number of easily distinguishable colours. These questions are now under the consideration of the local Government.

18. It is reported that a general feeling exists among the educated classes in Nagpur that the franchise has been extended too far. In this municipality 50 per cent of the voters are shown as literate but it is estimated that for practical purposes 7 per cent of the voters are really illiterate. The labouring classes including females came to the vote in large numbers. The report continues "this has seriously alarmed the thinking public as they realize that in future the municipal administration may go into entirely incompetent hands". But there is no evidence in the results of recent elections that the intelligentsia have been swamped by undesirable elements. On the other



hand it is possible that the wider franchise will result in the return of candidates more in touch with the needs of the masses and less wedded to political considerations. As a matter of fact non-political parties called the "people's parties" have actually been formed in a couple of towns.

19. Meetings held and attendance.—The subjoined table indicates the number of meetings held and attendance thereat during the past seven years :—

—	1920- 21.	1921- 22.	1922- 23.	1923- 24.	1924- 25.	1925- 26.	1926- 27.
1. Number of committees who held less than the prescribed minimum number of meetings.	4	4	2	6	5	5	2
2. Total number of meetings held.	1,479	1,497	1,598	1,491	1,403	1,515	1,634
3. Number of meetings which proved abortive for want of a quorum.	156	207	191	208	261	148	252
4. Number of meetings adjourned.	264	337	285	358	346	337	278
5. Average percentage of officials present at each meeting.	56	51	47	49	43	44	58
6. Average percentage of non-officials present at each meeting.	61	57	63	64	55	66	74
7. Average percentage of all members present at each meeting.	60	56	62	63	54	64	74

The figures show some curious fluctuations but little permanent variation. The attendance of non-officials has been high in the last two years and perhaps denotes increased interest in civic affairs. The following extract from the local Government's Resolution on the 1926-27 reports indicates where committees fail: "The general tendency of the committees is to convene too many meetings. As pointed out last year real improvement is

not to be expected until the municipal committees adopt the more businesslike procedure of delegating powers to sub-committees and office-bearers. Prior to the date of the last year's Resolution six municipal committees had framed byelaws for the delegation of powers to their office-bearers and sub-committees, and subsequently three more have done so. The proposals of two municipal committees have been returned for reconsideration while those of five others are still under consideration. Sections 26 and 27 of the Act permit of delegation to members as well as sub-committees and office-bearers so that much of the detailed work of administration could be shared and the weight of the whole committee reserved for matters of importance."

20. Income.—Detailed statements showing the income and expenditure of all the municipalities compiled for the years 1910-11, 1920-21 and 1926-27 are included as Appendices I and II. The subjoined statement indicates, by revenue divisions, the number of municipalities and their net income (excluding opening balances and receipts from debt heads) :—

Division.	number of municipalities.					
	1910-11.		1920-21.		1926-27.	
	No.	Income.	No.	Income.	No.	Income.
		Rs.		Rs.		Rs.
Nagpur ...	18	10,49,579	20	18,10,812	20	25,86,445
Jubbulpore ...	9	5,14,317	9	8,40,904	10	11,71,801
Nerbudda ...	14	3,87,542	13	6,47,039	14	8,58,916
Chhattisgarh ...	3	1,81,002	4	3,07,016	4	5,37,000
Total Central Provinces	44	21,32,440	46	36,05,771	48	51,54,163
Berar ...	13	3,88,255	14	7,76,680	17	15,40,847
Total Central Provinces and Berar.	57	25,20,695	60	43,82,451	65	66,95,010

Although the number of municipalities in the Central Provinces has risen by 4 only since 1910-11, the income in 1920-21 increased by 60 per cent over that in 1910-11 and by 43 per cent in 1926-27 over that in 1920-21. In Berar, progress has been more rapid as the number of municipalities has risen by 7 during the same period, and similar percentages for that division are 100 and 98 respectively. The general increase, specially in recent years, is mainly due to the fact that most of the municipalities have recently undertaken a revision of their scales of taxes, and is, partly at least, an inevitable result of the fall in money values which has taken place within the period. The main source of income is taxation from which a sum of Rs. 40,74,094 was realized in 1926-27 against Rs. 16,07,437 in 1910-11 and Rs. 27,26,748 in 1920-21. Of this Rs. 9,43,761 was contributed by octroi which is levied in the Central Provinces only, and Rs. 14,70,295 by terminal tax, which form of taxation is now imposed in 17 municipalities in the Central Provinces and 8 in Berar, as against none in 1910-11 and 11 in 1920-21. In 1910-11 octroi was levied in 23 municipalities, in 1920-21 in 20 and in 1926-27 in 18 municipalities—all in the Central Provinces. Other committees are contemplating the substitution of terminal tax for octroi. Tolls on roads and ferries which are in force in 6 municipalities in the Central Provinces and one in Berar, brought in Rs. 37,355 and water-rate and conservancy which are levied in 45 municipalities in the Central Provinces and 16 in Berar realized Rs. 8,80,578 in the Central Provinces and Rs. 1,47,040 in Berar. Other taxes, including tax on houses and lands, haisiyat tax, bazar tax, and other minor taxes such as the tax on animals and vehicles and tax on pilgrims contributed Rs. 5,91,654. A pilgrim tax is imposed since the year 1923-24 with the sanction of the Governor General in Council in only one municipality, viz., Ramtek in the Nagpur district, from which a sum of Rs. 3,411 was derived in 1926-27. A religious fair is held here annually in November lasting for 15 days, and a small gathering in April, the attendance being 100,000 approximately. The income is earmarked for expenditure mainly on the construction of serais for the accommodation of pilgrims and for the provision of fresh water and conservancy arrangements for them.

21. The average incidence of direct taxation per head of population for all the municipalities was

Rs. 1-13-3 in 1910-11. This rose to Rs. 2-15-3 in 1920-21 and fell fractionally to Rs. 2-14-11 in 1926-27. This is a comparatively low figure, but even so an unfortunate tendency was noticed on the part of some of the smaller municipalities to shift the burden of taxation from the inhabitants of the municipal area to residents of villages in the interior. For example, one municipal committee while proposing considerable enhancement in the terminal tax, the incidence of which falls largely on non-residents, decided to abolish the *haisiyat* tax which is borne entirely by residents; another proposed the revision of the terminal tax in order to improve its finances whereas it has been postponing the question of direct taxation from time to time. It is inequitable that the inhabitants of the surrounding country should be made to contribute largely for advantages chiefly enjoyed by the residents, and there is no doubt that terminal taxation exploits to a greater or less degree the benefits not so much of municipal administration but of facilities such as railways and metalled roads which have been provided from funds contributed to government by the general taxpayer, and have in many cases been in existence prior to municipal administration. District councils as the representatives of the rural areas thus taxed for the benefit of the towns have laid claim to a share in the revenues thus obtained; and one municipality in the interior has similarly objected to the monopoly thus enjoyed by the municipality within the limits of which lies the railway station from which all goods for the former are conveyed. Neither claim has met with success.

22. Collection of direct taxes is not satisfactory on the whole, and failure to collect arrears is a common fault. Statistics are not available for all the municipalities but from those available it is seen that 2 collected in 1926-27 as much as 93 per cent and 87 per cent respectively, of the total demand, the next highest being 64 per cent and the lowest 28 per cent. In some of the municipalities in Berar well-to-do men, not infrequently members of the committees themselves against whom the municipal committees are reluctant to take action, are among the worst defaulters. In the Resolution on the last reports on municipal administration, the local Government expressed the hope that the municipal committees and citizens would evince a greater sense of civic duty and give no occasion

for such a state of affairs which cannot but be regarded as a blot on municipal administration. Eleven committees have now been empowered to issue coercive processes themselves against defaulters under chapter XIX of the Municipalities Act. Of these two made no use at all of these powers and only two report better collections in consequence. More committees are being invested with these powers.

23. Grants and contributions amounted to Rs. 8,55,581 of which Government alone contributed Rs. 8,07,000—Rs. 5,07,800 for education, Rs. 2,95,600 for sanitary works and general purposes and Rs. 3,600 for plague. Government's contribution towards the cost of education was Rs. 63,814 only in 1910-11 and Rs. 2,07,502 in 1920-21. Greater details regarding these are given in the local Government's separate memorandum on the growth of education.

24. Income from other sources such as realizations under special Acts, *i.e.*, from pounds, hackney carriages, etc.; revenue from municipal property and powers apart from taxation; and miscellaneous receipts totalled Rs. 17,65,335 against Rs. 5,65,757 in 1910-11 and Rs. 11,90,863 in 1920-21, the principle items being—

	1926-27.	1920-21.	1910-11.
	Rs.	Rs.	Rs.
Pounds, hackney carriages, etc. ...	1,85,174	1,50,449	1,00,137
Rents of lands, houses, etc. ...	2,09,528	1,92,575	91,041
Sale-proceeds of lands and produce of lands.	1,49,671	1,12,462	63,784
Revenue from medical and educational institutions.	1,79,807	88,997	32,378
Markets and slaughter-houses ...	3,21,647	2,29,476	1,11,518
Miscellaneous ...	5,49,195	2,54,392	89,688

25. Expenditure—The total net expenditure, excluding closing balances and disbursement under debt

heads for the same period and by revenue divisions is as follows :—

Division.	Expenditure.		
	1910-11.	1920-21.	1926-27.
	Rs.	Rs.	Rs.
Nagpur ...	12,12,925	18,66,448	28,94,492
Jubbulpore ...	6,14,515	9,27,075	11,07,436
Nerbudda ...	4,10,543	7,17,551	8,37,502
Chhattisgarh ...	1,75,888	3,33,160	5,22,221
Total Central Provinces ...	24,13,871	38,44,234	53,61,651
Berar ...	3,69,805	9,82,324	16,87,436
Total Central Provinces and Berar ...	27,83,676	48,26,558	70,49,057

Expenditure of the Central Provinces municipalities increased in 1920-21 by 63 per cent over the expenditure in 1910-11 and in 1926-27 by 71 per cent over that in 1920-21. Similar percentages for Berar are 163 and 58, respectively. In 1926-27 under General Administration, which head includes cost of establishment, charges on account of the collection of taxes, survey of land, pensions and gratuities including provident fund contributions, and refunds, the expenditure amounted to Rs. 8,54,472 against Rs. 6,55,849 in 1920-21 and Rs. 2,99,976 in 1910-11. Under Public Safety, the expenditure amounted to Rs. 3,15,554, including Rs. 2,79,353 on account of lighting charges, but no lighting rate is levied in any of the municipalities in the province. Under Public Health and Convenience, which head includes charges on account of water-supply, drainage, conservancy, hospitals and dispensaries, markets and slaughter-houses and public works, the expenditure amounted to Rs. 42,57,679 against Rs. 28,82,817 in 1920-21 and Rs. 19,67,887 in 1910-11.

26. Water-supply.—The control over municipal water-works which was formerly exercised by the Public Works Department has been transferred to municipal committees since 1923-24 in all towns except Jubbulpore where

it is still maintained by the Public Works Department with the help of an inspector appointed by the municipal committee. In the first year of the transfer of management two municipal committees placed their works under the supervision of unqualified engineers—a policy which was viewed with concern by the local Government. The only result of this shortsighted policy could be that the machinery would deteriorate more rapidly than if kept under proper supervision, and the tax-payer would ultimately suffer. This was rectified in the following year. Expenditure on capital outlay during 1926-27 amounted to Rs. 6,43,872 and on maintenance to Rs. 7,73,290. A sum of Rs. 1,50,000 was spent by the Shegaon Municipal Committee on its new water-works, which were opened by His Excellency the Governor during the year, and Rs. 1,90,000 by the Nagpur Municipal Committee mainly on the improvement of the system for the distribution of water. In all 18 municipalities have a piped supply. The question of augmenting the water-supply at Nagpur is under consideration and schemes are also under investigation in several other municipalities in the Central Provinces. In Berar the problem of adequate water-supply is an acute one and continues to engage the attention of municipal committees. In some cases schemes have been completed and in others are in process of preparation. Invariably no municipal committee adopts a major scheme without substantial help from Government.

27. Conservancy.—Expenditure under this head amounted to Rs. 11,96,663 in 1926-27 against Rs. 9,91,668 in 1920-21 and Rs. 4,47,068 in 1910-11, while income from the levy of conservancy cess was only Rs. 4,69,981 during 1926-27. On the average receipts cover from 33 to 50 per cent only of the expenditure under this head. In three municipalities, no tax is levied at all and in some even the receipts from the tax on private latrines are less than the expenditure on them and the deficit has to be met from general revenues, a practice which involves an injustice to the general taxpayer. In the past Government has laid down repeatedly that conservancy is a definite service rendered both to the public and to private individuals, and that efforts should therefore be made to see that the receipts from both branches of the tax, specially that on private service, should bear some reasonable relation to expenditure.

28. Hospitals and dispensaries.—Expenditure under this head which amounted to Rs. 95,528 only in 1910-11 and to Rs. 1,29,310 in 1920-21, rose to Rs. 2,67,256 in 1926-27. The increase is mainly on account of the transfer of dispensaries to the administrative control of municipal committees in pursuance of a policy of devolution adopted in 1923 by the local Government. The transfer was not compulsory on local bodies but optional. In all 30 out of 74 eligible dispensaries within municipal limits have been transferred to municipal control since the inception of the scheme. The number of in-door patients treated in the various dispensaries was 1,979 in 1926 and of out-door patients 89,177. Expenditure on the transferred dispensaries amounted to Rs. 1,46,000, the balance of Rs. 1,21,256 was spent on other items such as combating epidemics, contributions to other dispensaries, establishment, repairs and purchases of medicines. Private subscriptions towards dispensaries have decreased generally since the transfer and the demands of local bodies on Government financial assistance have multiplied in consequence. In some cases the existing funds of dispensaries were merged in the general balances of the committees when the dispensaries were taken over. On the whole if there has been no improvement in administration consequent on the transfer of control to local bodies, there has also been no marked deterioration.

29. Public Instruction.—Expenditure on education amounted to Rs. 13,01,282 in 1926-27 against Rs. 7,62,088 in 1920-21 and Rs. 2,73,651 only in 1910-11. By 1924-25 the expenditure had risen to Rs. 9,92,257, but this was largely due to the general revision of the scales of pay of the teaching staff which was undertaken in that and the preceding years, and partly to construction and extension of buildings. Increase in the expenditure as the result of an appreciable increase in the number of schools and the application of the Central Provinces (Compulsory) Primary Education Act III of 1920, commenced only in 1925-26 in which year the expenditure rose to Rs. 11,14,920 and reached Rs. 13,01,282 in 1926-27 when compulsory primary education was in force in 6 municipalities. Since then it has been introduced in 3 more municipalities and partially in the Nagpur, Jubbulpore and Yeotmal Municipalities. Schemes are now under consideration in several other municipalities. The introduction of compulsory

primary education in the province has been slow, but is being accelerated since 1927-28 in which year an officer of the Indian Educational Service was placed on special duty by the local Government to visit the larger towns and draw up schemes for them. The local Government is under statutory obligation to bear half the cost of the increased expenditure due to the introduction of compulsory education, but public opinion as expressed in the Legislative Council is not satisfied, and the question of undertaking responsibility for a larger share is now under the consideration of Government.

30. The expenditure on education in 1926-27 represents 16 per cent of the total expenditure. The number of boys on the rolls and the average daily attendance in all the municipal schools in 1926-27 were 52,416 and 42,210 respectively. This subject has been dealt with in detail in the local Government's separate memorandum on the growth of education in the province.

31. Audit and financial administration.—The accounts of the municipal committees are audited by the Local Audit Department and the Examiner of Local Fund Accounts who is head of the department submits an annual report on its working. From this report the following statistics have been extracted bearing on the general financial position of municipalities in the province.

Year.	Number of municipalities.	Closing balance.		No. of municipalities in which balance was below prescribed minimum.	Embezzlements.	No. of audit objections.
		Pre-scribed minimum.	Actual.			
		Rs.	Rs.			
1921 ... { Berar ...	14	81,200	1,61,435	6	1	} 2,887
... { Central Provinces ...	46	87,350	11,03,100	...	5	
Total ...	60	1,68,550	12,64,535	6	6	
1922 ... { Berar ...	14	81,200	2,81,409	3	1	} 3,065
... { Central Provinces ...	46	87,350	8,44,912	1.	2	
Total ..	60	1,68,550	11,26,321	4	3	

Year.		Number of municipalities.	Closing balance.		No of municipalities in which balance was below prescribed minimum.	Embezzerments.	No of audit objections.
			Prescribed minimum.	Actual.			
			Rs.	Rs.			
1923	Berar ...	14	81,200	5,09,115	3	...	} 3,433
	Central Provinces ...	47	89,850	9,75,570	1	3	
	Total ...	61	1,71,050	14,84,685	4	3	
1924	Berar ...	14	81,200	6,24,320	...	1	} 5,203
	Central Provinces ...	47	1,85,800	13,54,883	1	3	
	Total ...	61	2,67,000	19,79,203	1	4	
1925	Berar ...	14	81,200	4,13,341	...	3	} 6,033
	Central Provinces ...	47	1,85,800	12,49,303	1	6	
	Total ...	61	2,67,000	16,62,644	1	9	
1926	Berar ...	17	81,200	2,57,802	1	...	} 5,037
	Central Provinces ...	48	1,87,300	12,79,841	3	4	
	Total ...	65	2,68,500	15,37,643	4	4	
1927	Berar ...	17	81,200	9,25,144	2	1	} 4,770
	Central Provinces ...	48	1,87,300	2,44,438	1	6	
	Total ...	65	2,68,500	11,69,582	3	7	

Audit objections are not recorded for minor irregularities but only for important defects. In 1904, the first year in which the audit of all the municipalities in the province was undertaken, 4,504 audit objections were recorded. A steady improvement followed until 1918-19 when the number had been reduced to 2,835, a figure from which the departure in the first two years of the Reforms is negligible. The Central Provinces Municipalities Act was passed in 1922 and applied in 1923, and in course of the next two years the number of audit objections doubled. The following extract from the Resolution of the local Government reviewing the reports on the working of municipal committees for 1923-24 gives the reason for this rapid deterioration in municipal accounts:—"The report of the Examiner of Local Fund Accounts for the year 1923-24 discloses an increasing number of financial irregularities, which rose from 3,433 in the previous year to 5,203. It also brings to light a number of embezzlements and misappropriations by municipal employees, notably in Nagpur. These were due not to any defect of rule, but to the fact that the staff was allowed to work without proper supervision. It was to be expected that a falling off in efficiency would follow the relaxation of official control, but Government views the condition of affairs disclosed by the Examiner's report with some misgiving." The improvement that has taken place in the last two years perhaps indicates that committees are now beginning to develop a sense of responsibility. But the report year after year draws attention to the inefficiency of tax collection, and to the manner in which the municipal servants and occasionally also the office-bearers, are permitted to draw advances from the municipal fund, frequently against the rules and without repayment. Delay in the collection of taxes lies at the root of the financial unsoundness of the municipalities to which attention is drawn in the reports. In the period before the Reforms one municipal committee was warned that it would be superseded unless it improved. This warning has been repeated since the

Reforms and another municipality has also been warned. After repeated warnings the Akola Municipal Committee was dissolved in 1927, under section 57 of the Municipalities Act, and a fresh election ordered. In this municipality the working balance in October 1926 was less than five rupees against the prescribed minimum balance of Rs. 15,000. . . . "The report of the Extra-Assistant Commissioner in charge of the affairs of the Akola Municipality brings out clearly the defects of the system prevailing in certain municipal committees. By the reduction of a bloated staff and application of method and supervision in the work of collection he hopes to repay during the current year two instalments of equated payments due to Government on account of the Kapsi water-works loan in respect of which no repayments have been made since 1924." The audit report for 1926-27 discloses that the financial position of 12 municipalities, or 18 per cent of the total number, was then unsatisfactory; one had ceased to function on account of lack of funds, and in at least 3 of them the balance at the time of audit was insufficient to meet current liabilities. The local Government has on several occasions interfered and insisted on dismissal of an unsatisfactory head clerk in order to obtain an improvement in municipal finances. Prior to the Reforms this degree of control was adequate as committees were under official guidance. Now it is only a palliative as supervision of the head clerk depends upon the office-bearers of the committee, who may themselves be amongst the biggest defaulters in the payment of municipal dues. Thus in one municipality out of arrears of taxes amounting to Rs. 31,546 on March 31st, 1927, no less than Rs. 5,713 was due from members of the municipal committee. A symptom of the relaxation of discipline is seen in the destruction of municipal records. In two cases records have been destroyed wholesale by fire, and once by other means. In all there was reason to suppose that the destruction was intentional with the object of avoiding audit, and in one of the cases embezzlement was proved by other evidence.

32. Imposition of taxation since the introduction of Reforms.—The following statement shows the extent to which new taxation has been imposed under section 66 of the Municipalities Act in the Central Provinces and

Berar, respectively, since the introduction of the Reforms :—

Kind of tax.	Number of municipalities in which the tax				Total number of municipalities in which the tax was in force in 1926-27.		Percentage on total number of municipalities, i.e., 48 in Central Provinces and 17 in Berar.	
	had already been imposed before the Reforms.		has been imposed since the introduction of the Reforms.					
	Central Provinces.	Berar.	Central Provinces.	Berar.	Central Provinces.	Berar.	Central Provinces.	Berar.
							Per cent.	Per cent.
1. House tax	1	9	...	3	1	12	2	70
2. Haisiyat tax	24	...	1	...	25	...	52	...
3. Tax on dogs	17	4	2	...	19	4	39	23
4. Water-rate	12	3	...	1	12	4	25	23
5. Conservancy	44	14	1	2	45	16	94	94
6. Tax on ginning and pressing of cotton.	...	9	6	2	6	11	12	65
7. Tax on professional cartmen.	...	...	1	...	1	...	2	...
8. Terminal tax	10	1	7	7	17	8	35	47
9. Tax on the registration of the sale of cattle.	27	1	4	1	31	2	64	12
10. Market dues	30	13	1	...	31	13	64	76
11. Internal and external vehicles taxes.	21	7	2	1	23	8	48	47
12. Tax on pilgrims	...	...	1	...	1	...	2	...

The first 6 of these classes of taxes are imposed directly on residents of the municipalities, the rest, except the last, fall partly on residents and partly on outsiders, and the last directly on outsiders.

Of the first 6 which fall directly on residents, the fourth and fifth are service taxes, and the sixth falls only on the very limited number of owners of ginning and pressing factories. It is popular because it is collected easily and without expense, brings in a good return, and is a tax on the rich rather than the poor. Omitting the tax on dogs which also falls on a limited class only and brings in a very small return, there are only three general taxes of importance that fall on residents, the house and haisiyat taxes and the water-rate, and

these together have been newly imposed in 5 municipalities only. Of the taxes which fall both on residents and outsiders, terminal tax is from every aspect the most important. It is discussed later. The tax on pilgrims was imposed in 1923 with the previous sanction of the Governor General in Council as required by section 66 (3) of the Act and is the only one of its kind in the province. A proposal for the imposition of a similar tax in the Hoshangabad town was made by the committee in 1925 on the ground that a number of pilgrims visit the town to bathe in the holy waters of the Nerbudda river on which the town is situated and that the committee has to maintain a larger sanitary staff than would otherwise be necessary and had also to maintain the stone-paved ghats which were built and dedicated to the public by rich and pious donors. The proposal was negatived by the local Government as it could not be shown that the town of Hoshangabad itself is generally a place of pilgrimage, that the majority of persons arriving at the place are pilgrims or that some large fair is held there to which pilgrims come from other parts of the country.

Terminal tax is now in force in 25 out of the 65 municipalities in the province. Of these, 17 are served by the G. I. P. Railway system and with the exception of Nagpur and Khurai the tax is collected by the company under existing arrangements, on a commission of 3 to 5 per cent of the collections. The arrangement worked smoothly but of late the railway administration has pressed for the fixation of a minimum monthly income and has been imposing conditions for the collection of the tax which the municipal committees find it difficult to accept.

At Katni-Murwara the railway company refused to collect the tax on the ground that in the absence of a tax on road-borne traffic, traffic was likely to go to other adjoining stations and the municipal committee had to collect it departmentally for over 5 years.

The company is apprehensive of the loss of traffic from the imposition of terminal taxation, and on this ground as well as on the ground that the income derived from the agency inadequately compensates them has refused to countenance collection in more than one municipality.

The B.-N. Railway Company, on the other hand, has willingly undertaken the collection of the tax in the 5 municipal towns served by that railway on a commission of 5 per cent without demanding any minimum monthly income. Without such co-operation evasion of payment is possible and collection is expensive.

33. Another method by which income is derived is by the framing of bye-laws for the regulation and control of the various matters detailed in section 179 of the Act and imposing fees for them: the byelaws are made at special meetings of the committees but cannot take effect until they have been confirmed by the local Government. Proposals are not infrequently received which go beyond the scope of the section, *e.g.*, prevention and over-restriction instead of regulation and control only. These are, of course, negatived, as also proposals for licensing motor vehicles, except in Berar, as these are already registered and licensed under the Motor Vehicles Act. Care is also taken to see that the scale of fees imposed does not amount to infliction of taxation by means of bye-laws as obviously the fees imposed by this means should be such as will approximately cover only the cost of supervision and control and the issue of licences where necessary.

34. Interest shown by the Legislative Council in municipal administration.—The interest shown by the Reformed Legislative Council in municipal matters can be gauged by the number of questions which were asked and resolutions moved since its coming into existence as shown below :—

Year.			Questions.	Resolutions.
1921	...	...	37	6
1922	...	...	22	...
1923	...	...	37	1
1924	...	...	5	...
1925	...	...	28	4
1926	...	...	12	...
1927	...	...	60	...
1928 (up to March)	...	...	14	...
Total			215	11

Of the 215 questions, 50 related to matters of the establishment of municipalities and municipal administration generally; 29 to electorate and elections; 30 to taxation and finance; 41 to public health and convenience; 34 to education; 18 to office-bearers and establishment; 7 to politics; and 3 each to excise and honorary magistrates.

35. Of the 11 resolutions, 7 were moved in the first Council. Of these 2, recommending that local bodies be allowed to deposit their balances with co-operative banks, and that an assignment of a 2-anna share in the land and excise revenues of the province be made to supplement their funds were lost; 2 recommending that membership of a municipality be limited to a period of not more than 6 years, and that all licences for selling liquor within the limits of the Nagpur municipality be cancelled were withdrawn; and 3 were carried without a division. The first, as originally moved, recommended that grants be made to local bodies for temperance propaganda. It was subsequently amended and passed as "the Council recommends that steps be taken by Government to educate the masses as regards the evil effects of drinking with a view to eradicate the drink evil". It was not accepted by the local Government. The second recommended that nomination to local bodies be made from the depressed classes. The principle is recognized by Government in making nominations. The third recommended the transfer of public works to local bodies. The principle has been accepted by Government and a number of works have been transferred to the management of local bodies.

36. Of the 4 resolutions moved in the second Council, 2 were carried without a division—one recommended that the Amraoti Camp Municipality in Berar be made an elected municipality. Effect to this has since been given. The second recommended the establishment of municipalities in all tahsil headquarters and in towns having a population of 5,000. As already related, Government encouraged the establishment of municipalities but without success, local feeling not reinforcing the Council's views. The other 2 resolutions were withdrawn. One recommended increased grants to local bodies for expenditure on compulsory education and the other the creation of separate factory constituencies in the Berar municipalities.

37. The *liaison* between the municipal committees and the Legislative Council is strong as the majority of the members are or have recently been members of municipal committees, and the formation of single towns or groups of towns into constituencies offers an obvious opportunity for the successful candidature of persons who have already made their mark in municipal administration. The Council contains eight Presidents or Vice-Presidents of municipal committees and the number of ex-office bearers is still greater. It might be supposed that strong pressure would be exercised in the Legislative Council to secure favoured treatment for municipalities. In practice the claims of rural areas have been more advocated and there is undoubtedly a feeling in the Council that the towns have been the favoured children and have been more kindly treated in the distribution of grants and other assistance by Government than they deserved. This feeling found expression in the reduction of a grant which Government had proposed to make to the Nagpur municipality in aid of a drainage scheme, and in the incessant demand for enhanced allotments for water-supply in rural areas.

38. As regards the constitution and powers of municipal committees there has been very little legislative change. The Municipalities Act was passed in 1922 and did not commence to operate until 1923. A single Bill to amend it introduced in the second Council lapsed and it was not until 1927 that proposals to amend it assumed importance. The amendments mostly aim at reducing the representation of officials and Government nominees on municipal committees. The Council rejected by a majority a proposal that officials should be debarred from nomination, but the number of Government nominations has been reduced. An unsuccessful attempt was also made to abolish selection so that a committee would, if all the amendments moved had been passed, have been constituted on the elective principle only.

39. Attitude of municipal committees towards current politics.—The most noticeable direction in which municipal committees have evinced political feeling, particularly during the non-co-operation period, *i.e.*, during 1921 and 1922 and also part of 1923, have been the passing of numerous resolutions declaring *hartals*, including closure of schools and offices; putting up

portraits of prominent politicians in schools and buildings ; presenting addresses to political leaders ; interference in the excise administration ; the inclusion of training in the use of the *charkha* in the curriculum of schools or compelling their employees to wear *khaddar* ; and the flying of the national flag. Most of the municipalities in all districts in the province except one took part in the resolutions regarding *hartals* including closure of offices and schools and most of these were given effect to without any interference. Twenty-one out of 65 municipalities passed resolutions and closed their offices and schools on the 3rd February 1928, the date on which the Indian Statutory Commission landed at Bombay. One municipal committee also refused to supply any information which might be used for the Commission.

NOTIFIED AREAS.

40. Constitution of notified areas.—The constitution of notified areas is regulated by section 240 of the Central Provinces Municipalities Act under which the local Government may by notification declare that, with respect to some or all of the matters upon which a municipal fund may be expended under section 63, improved arrangements are required within a specified local area which, nevertheless, it is not expedient to constitute as a municipality. No local area can be made a notified area if it contains more than ten thousand inhabitants or it includes merely an agricultural village or villages and does not contain a town or bazar. Under section 241 the local Government may (1) impose any tax which could be imposed by the committee if the notified area were a municipality ; (2) apply or adapt to the notified area for the assessment or recovery of any tax imposed, any of the provisions of the Act or of any rules for the time being in force with respect to the assessment and recovery of any tax imposed under the Act ; (3) arrange for the due expenditure of the proceeds of taxes and for the preparation and maintenance of proper accounts ; (4) appoint a committee of persons elected and nominated of such number and in such proportion as it may fix, provided that a majority of the members shall be elected ; (5) frame rules regulating the election of members, election of a President by the committee and their term of office ; and (6) extend to any notified area the provisions of any

PART II.

DISTRICT COUNCILS AND LOCAL BOARDS.

43. Introductory.—District councils and local boards are governed by the Central Provinces Local Self-Government Act, 1920 (Central Provinces Act IV of 1920). This Act although passed by the pre-Reform Legislative Council and introduced therein in its original form as early as 1917, was finally shaped in the light of the enquiry preceding the Reforms more particularly the Resolution of the Government of India, Department of Education (Municipalities), dated the 16th May 1918, and the report of the Joint Parliamentary Committee on the Reforms. It is therefore a measure designed to fit in with the rest of the scheme of the Reforms.

44. Constitution of district councils and local boards.—The Act replaced in the Central Provinces, the Central Provinces Local Self-Government Act, 1883, and in Berar, the Berar Rural Boards Law, 1885. The new Act represented a great advance both in the liberalization of the constitution and in the grant of powers of taxation. Under the old laws a local board was constituted for a group of circles which in practice corresponded, with rare exceptions, to the revenue sub-division of the district known as a tahsil. The members comprised in the Central Provinces—

- (a) one or more representatives from each circle, being the mukaddam (headman of the village) or mukaddams of villages within the circle, elected by the mukaddams of the circle;
- (b) representatives of mercantile classes or professions resident within the group and elected by or appointed on behalf of those classes or professions. The qualifications for electors and members was possession of an income of Rs. 250 per annum from non-agricultural sources;
- (c) nominated members not to exceed one-third of the total membership of the board.

In Berar there was no distribution of seats between different classes. There was a common electorate for which payment of rural or town cesses to a prescribed amount qualified for inclusion. For membership there

were similar qualifications and in addition special magistrates, revenue and police patels (corresponding to mukaddams in the Central Provinces) and the hereditary local officials known as Deshmukhs and Deshpandes were eligible. Nominated members could be appointed by law up to one-half of the number, but by rule the number was normally restricted to one-third as in the Central Provinces.

45. Under the new Act local boards are constituted for similar groups of circles but are based purely on territorial representation secured by a liberal franchise. Each circle returns one or more members and the qualifications for a member or a voter are the holding of land, payment of rent in respect of land, the possession of an income from non-agricultural sources or the payment of the special school rate levied on the occupation of houses, buildings or lands in the circle, to an extent specified in each case by rules made under the Act. To the elected members are added members not exceeding one-fourth of the board nominated by the Commissioner of the division.

46. District councils under both the old and the new Acts are primarily composed of members elected, not by direct representation, but by and from the local boards. Under the old Act such members *plus* not more than one-third of the total nominated by Government constituted the district council. Under the present Act the principle of selection has been added. Two-thirds of the total number of members consists of persons elected by the local boards, one-sixth of persons selected from the general electorate by the members elected by the local boards, and one-sixth of persons other than Government officials appointed by nomination. As the Act first stood the nominations were made by the Commissioner of the Division, but by a non-official Bill passed by the local legislature in 1928, the power was transferred to the local Government. Under the rules framed under the old Act a female was disqualified from being entered in the register of electors. Under the rules framed under the new Act only a *pardanashin* woman is disqualified.

47. Office-bearers.—As regards office-bearers under the old Berar law, the members elected their Chairman and Vice-Chairman. These held office for the period of the financial year only, and if the Deputy Commissioner

was a member of the district council, or the Tahsildar or an officer of equal rank of a local board, the law required that they should be elected Chairmen. Thus the power of nomination could be, and was in fact, used to control the selection of chairman. In the Central Provinces office-bearers were elected similarly for the financial year, but choice was in theory not them restricted. Under the present Act choice of office-bearers is unrestricted and they hold office for the life-time of the body which elects them. The balance is in fact weighted against officials as they have to secure a two-thirds majority at a meeting specially called for their election, and in any case the chairman and vice-chairman cannot both be officials.

48. Functions of district councils.—The functions of district councils comprise—

- (i) the construction and maintenance of means of communication ;
- (ii) the execution and maintenance of such roads and buildings and other government works other than irrigation works as may be transferred to them by the local Government ;
- (iii) the maintenance of schools, hospitals, dispensaries, veterinary hospitals, slaughter-houses, markets, rest-houses, sarais and other public institutions for the promotion of education or for the benefit of the public ;
- (iv) vaccination ;
- (v) public wells, tanks and water-supply ;
- (vi) arboriculture ;
- (vii) the provision of work in time of scarcity ;
- (viii) cattle pounds ;
- (ix) public ferries ;
- (x) fairs, agricultural shows and industrial exhibitions ; and lastly
- (xi) any other local works or measures likely to promote the health, comfort or convenience of the public.

The only material change is under head (ii), an entirely new provision which enables Government to transfer the management of public works to district councils.

49. Income and powers of taxation.—The receipts of district councils comprise—

- (i) the proceeds of all taxes, fees, tolls, cesses, and rates imposed under the Act ;
- (ii) receipts from cattle pounds ;
- (iii) receipts from ferries ;
- (iv) proceeds and fines under the Act ; and
- (v) all sums assigned or granted by the local Government.

Under the old Act, district councils received the proceeds of all rates levied in accordance with the settlement records of the district for the maintenance of roads or schools, but had no powers of taxation. These rates and cesses were abolished by section 48 of the present Act and replaced by a cess calculated at $6\frac{1}{4}$ per cent on the land revenue. In addition the district council may now impose a further cess not exceeding $6\frac{1}{4}$ per cent of the land revenue under section 49, and under section 50 may impose a special school rate on non-agricultural incomes. They may also under section 23 be given by the local Government the control of, and receipts from, public markets and may then under section 24 of the Act impose licence fees, tolls and market and registration fees therein. Finally, they may, by resolution passed by a majority of not less than two-thirds of the members present at a special meeting convened for the purpose, impose any tax, toll or rate other than those specified above.

50. Position of local boards *vis-a-vis* district councils.—Local boards are the agents of district councils and perform such functions and possess such financial powers as may be decided by the council. Under section 41, however, the local Government may declare any local board to be independent in which case it shall have the powers and perform the duties and be subject to the liabilities of a district council under the Act and shall cease to be subordinate to the district council.

51. Control of Government over district councils and local boards.—(1) The Deputy Commissioner of a district has the power to examine the proceedings of a district council or any board or committee subordinate to it and may inspect any property, call for any document or require the district council or board or committee subordinate to it to furnish such statements, accounts and

reports as he may think fit. He may suspend the execution of any order or resolution, or the performance of any act, subject to appeal to the local Government.

(2) The local Government may in a case of emergency provide for the execution of any work or the performance of any act which a district council or local board is empowered to execute or perform. It may require a district council which has defaulted in the performance of any duty to perform that duty and if not performed within a fixed period may recover the cost of carrying it out from the district council. The local Government may further dissolve the council or local board for incompetence and order a fresh election and, should the incompetence continue, may supersede it and arrange for the performance of its duties through such other person or persons as it may appoint for the purpose. All rules under the Act are made by the local Government which thus controls the constitution of district councils and local boards, the qualification of members and voters, the management of elections, the imposition of all taxation, the rules governing employees, the form of budgets, the maintenance of minimum balances, the audit of accounts and in general the whole procedure of district councils.

(3) As regards staff, the district council has in general full powers and its decisions are not subject to appeal. But posts of Secretary, Health Officer, or any other special executive officer specified by the local Government cannot be created or abolished, nor can incumbents of them be appointed or dismissed without the approval of the local Government, which can also on grounds of incompetence insist on dismissal. Conditions of leave, pensions and gratuities also require the special sanction of the local Government if they are more favourable than those obtaining for similar Government servants. Control has thus been considerably relaxed as, under the old Act, the Commissioner of the division could require the district council to reduce the number of its employees, or the pay, allowances, gratuities or pensions of any of them and could insist on dismissal on grounds of unfitness.

(4) Financially, a district council enjoys complete financial autonomy, subject to the maintenance of a minimum balance, unless it is indebted to Government which in that case retains the power of confirming the budget estimates. The accounts have to be submitted to a Government

audit. Under the Act of 1883, all district councils, irrespective of whether they were indebted to Government or not, were required to submit their budget estimates for examination by the Deputy Commissioner, and to modify them to such extent as either they might themselves agree on his recommendation or the Commissioner might decide.

52. Progress in establishment of district councils and local boards.—The Local Self-Government Act of 1883 came into force on the 12th January of that year and by February 1885, district councils had been constituted in 16 out of the 18 Central Provinces districts. The Seoni District Council was not constituted till 1890, because a local board was constituted in 1884 for one only of the two tahsils of which that district is composed, and the co-ordination of local boards under a district council only became necessary when in 1890 a local board was constituted for the other tahsil, Lakhnadon. The Mandla district was treated as a backward tract and the Local Self-Government Act was not applied to it until 1923.

53. In Berar, district councils and local boards (then called district boards and taluq boards) were constituted in January 1886 under the Berar Rural Boards Law, 1885, and remained under that Law until the 1st February 1923, on which date the new Central Provinces Local Self-Government Act, IV of 1920, was applied to Berar.

54. The number of local boards which was 78 in 1911 rose to 79 in the following year owing to the creation of a local board at Saoner in the Nagpur district. No further change took place until 1919-20 in which year Waraseoni in the Balaghat district was constituted a separate local board. In 1923-24 Sironcha tahsil in the Chanda district and the whole of the Mandla district which had not been given the franchise on account of their backwardness were brought for the first time under the operation of the Local Self-Government Act. Sironcha was created an independent local board under section 41 of the Act, and Mandla a district council with local boards for each of its 3 tahsil —Mandla, Dindori and Niwas. The separate local boards consisting of the Chhindwara jagirs and Chanda zamindaris were also abolished in that year and the areas under their jurisdiction incorporated in the neighbouring boards. The last

change occurred in 1925-26, in which year the number of local boards declared independent under section 41 of the Act was increased by one by the constitution of an independent mining local board for the coal field area of the Chhindwara district out of four local board circles previously under the jurisdiction of the Chhindwara District Council. Thus there are now in the Central Provinces and Berar 22 district councils, 2 independent local boards and 83 local boards. The Melghat taluq of the Amraoti district is the only part of the province which does not enjoy local self-government, and enquiries are now on foot to ascertain whether it is sufficiently advanced for this purpose. Its circumstances are somewhat similar to those of the Sironcha tahsil as it consists chiefly of wild stretches of forest inhabited almost exclusively by primitive aborigines, varied with patches of good cultivation where a higher civilization prevails. Both areas were on these grounds excluded from the operation of the Government of India Act, and the proposal is to form an independent local board for the Melghat, as has been done for Sironcha, in order to preserve its individuality and guarantee that it will secure the special treatment which it requires and which might be lost sight of if it were merged in the district council.

55. Relaxation of official control.—In 1911, 9 out of the 21 district councils had official chairmen and out of the 78 local boards all but one had official chairmen. The policy of increasing the responsibilities of local bodies by relaxing official control was introduced before the Reforms in 1918. In that year only 7 district councils had official chairmen, but the practice of retaining such chairmen for local boards still stood unchallenged. In 1920-21 only the four Berar district councils had official chairmen, but among local boards the number of officials was still as high as 68. This number was rapidly reduced when the new Local Self-Government Act was applied, and now direct official control has been reduced to one chairman of an independent local board and 3 chairmen of ordinary local boards.

56. Elections and electorate.—General elections to local boards and district councils under the new Act were held for the first time in the Central Provinces in the year 1923-24. In Berar they were not held until the following

year owing to the later application of the Act. Detailed statistics for these elections are not available, but it is reported that the interest shown by the electorate in the Central Provinces was on the whole feeble, and in certain places difficulty was found in obtaining candidates for the local boards. In Berar, by comparison, the interest taken was fairly keen. The second general elections were due in 1926-27 and were actually held in 13 out of the 18 districts of the Central Provinces. Details regarding these are given in the following paragraph reproduced from the local Government's Resolution on the working of the district councils during 1926-27 :—“ The year witnessed the second triennial elections under the new Local Self-Government Act of 1920 in 13 districts in the Central Provinces. General elections in 3 other districts took place after the close of the year, though they were due during the year. In the Jubbulpore district there was a contest in 21 out of 58 circles and in the remaining districts out of a total of 472 circles, seats were contested in 203 against 182 circles at the preceding elections. In the Jubbulpore and Drug districts in respect of which figures for the preceding elections are not available, the percentage of voters attending the poll was 41 and 28, respectively, while in the other districts the corresponding figure was 32 against 12 at the preceding elections. The number of election petitions rose from 10 to 23, of which 4 were allowed, 16 rejected, 1 withdrawn, 1 disposed of by drawing lots and 1 was pending at the close of the year. These figures mark a decided advance over their predecessors and indicate a growing interest of the electorate, although there is obviously much room for improvement. The number of elected Muhammadans on the district councils and the local boards was 28 and 49, respectively, the corresponding figures on the basis of population being 12 and 32, respectively. The deficiency, if any, in proportionate representation in individual cases, was made up by nominations. In the district councils of the Central Provinces election proceedings occupied from 10 months in the Nimar district to 2 years, 10 months and 20 days in the Wardha district, though they were completed in all the districts of Berar within 6 months. The delay in the Central Provinces could have been avoided to some extent if a definite programme of the various preliminaries connected with the elections had been made out beforehand as was done in Berar. Instructions have

since been issued in the matter". During 1928 elections have been held in 7 districts and detailed statistics are available for 4—3 of Berar and 1 of the Central Provinces. In the remaining districts the new councils have not yet been completed. In all the 4 districts the preparation of the electoral rolls was not completed within the prescribed period of 4 months prior to the date fixed for the elections as required by the rules. The period was exceeded by 4 days in 1 district, 7 days in 2 districts and 15 days in the fourth district. The number of claims made for insertion, and objections to inclusion, of names on electoral rolls was 958 which represents a percentage of '98 of the total number of electors on the rolls. Of these, only 3 were filed in the Central Provinces district. In all 360 claims were rejected; 450 names were newly entered, 162 were struck off the rolls and 77 were altered. Forty-nine nomination papers were declared invalid and appeals were preferred against the order of rejection by 18 candidates—all in Berar—of which 13 were successful. Sixty-six nominees withdrew from candidature. Of the 208 circles in the four districts in which elections were held, seats were contested in 138 circles and only 1 circle (in the Buldana district) failed to put up a candidate. The total number of electors on the rolls was 97,533 and the number of votes polled in the contested circles was 41,967 of which 71 were rejected. The average percentage of literate voters that attended the poll was 46 for all the four districts. Of the 223 members elected, 90 were old members who successfully sought re-election.

57. The elections were contested keenly in Berar, there being as many as 4 and 5 candidates in several circles returning one member each. It is reported that they were not fought on clearly defined political party lines but mainly on personal considerations—allegiance to individuals being stronger than to parties. One district reports an allegation that the directors of a co-operative central Bank used their position to win over a candidate for membership of a local board to their side by threats of strictness in execution proceedings pending against voters. This charge was subsequently made one of the grounds in an election petition, but it was not found necessary to inquire into it deeply because the petition was decided on other grounds.

Although an election court has been set up by the Local Self-Government Act, civil courts continue to entertain suits and issue injunctions preventing the convening of meetings or restraining certain members from exercising the right of vote on the ground that a certain election has been called into question in a civil suit filed by an aggrieved party. In the recent district council elections a Sub-Judge entertained a civil suit in connection with the election of office-bearers and of representatives on the district council held by a local board. The meeting of the district council for purposes of selection was to be held on the 24th. The Sub-Judge issued an injunction on the 21st restraining the 4 members elected from taking part in the selection meeting. On a representation being made by the Deputy Commissioner by telegram, the injunction was vacated. An appeal was filed by the other party in the court of the Additional District Judge who revoked the vacation order passed by the Sub-Judge and restored the injunction. Government has now under consideration a proposal that election disputes shall be decided by the civil courts instead of by executive officers as is done in some other provinces. Disputes with regard to selection of members, election of representatives of local boards to the district council, and election of office-bearers are not infrequently due to the fact that under the present rules one of the members is elected chairman for the meeting. The member thus elected is frequently unfamiliar with the law on the subject, and his procedure and rulings are so defective that they give rise to election disputes, and sometimes elections have to be declared void and fresh elections ordered.

58. Meetings held and attendance.—The subjoined table indicates the number of meetings held and attendance thereat during the past seven years :—

	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
(a) District Councils.							
1. Number of district councils which held less than the prescribed minimum number of meetings.	2	...	....	...

	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
<i>(a) District Councils—concl'd.</i>							
2. Total number of meetings held.	146	143	162	110 70	188	192	202
3. Number of meetings which proved abortive for want of quorum.	16	17	20	15 7	15	17	23
4. Number of meetings adjourned.	2	2	14	13 6	4	8	16
5. Average percentage of officials present at meetings.	55	53	52	52 60	50	83	23
6. Average percentage of non-officials present at meetings.	48	40	45	39 58	54	57	51
7. Average percentage of all members present at meetings	49	42	46	40 51	55	58	53
<i>(b) Local Boards.</i>							
1. Number of boards which held less than the prescribed minimum number of meetings.	6	8	10	11	10	8	8
2. Total number of meetings held.	712	742	682	345 199	661	637	638
3. Number of meetings which proved abortive for want of quorum.	117	136	120	61 29	73	97	101
4. Number of meetings adjourned.	20	14	29	9 2	13	12	30
5. Average percentage of officials present at meetings.	60	71	71	54 11	80	73	84
6. Average percentage of non-officials present at meetings.	41	36	36	26 49	43	45	44
7. Average percentage of all members present at meetings.	45	41	41	29 49	44	46	44

NOTE.—The second figure in the column for 1923-24 represents statistics for attendance after the new constitution was effected under the 1920 Act.



59. The figures show that the attendance at meetings both of district councils and local boards has been poor. It was hoped that with the introduction of the present Act members would rise to the greater responsibilities devolved on them. In the last Resolution on the district council reports the local Government remarked that : "The attendance at meetings shows a perceptible deterioration. Twenty district council members out of 155 and 76 local board members out of 308 in the Nagpur, Chanda, Raipur, Bilaspur and Drug districts, for which statistics have been given in the reports, did not attend a single meeting, but no action was taken to remove them under section 17 (2) (a) of the Local Self-Government Act, though attention of local bodies was drawn to this provision of the law last year. It is worthy of note that although the local bodies themselves were remiss in their duty in this matter the electorate evinced a greater appreciation of their responsibilities inasmuch as in the Hoshangabad, Chanda, Betul, Chhindwara, Seoni and Narsinghpur districts 60 habitual absentees or indifferent members found themselves at the bottom of the polls. The fact that in the Chhattisgarh Division 17 out of 66 such members were re-elected indicates however, that a great deal still remains to be done in educating the electorate." There is a tendency for members to take a diminished interest in local administration towards the close of the term of each council ; and the fact that the old council continues to function for some time after the results of elections for the new council are known, also contributes to slack attendance. In some places meetings are convened too frequently, with the result that a large number of them prove to be abortive. In the past, district councils have been chary of devolving powers either to their own sub-committees and members, or to the local boards subordinate to them, with the inevitable result that meetings are choked with a mass of unimportant detail and become tedious and uninteresting.

60. Income.—Detailed statements showing the income and expenditure of all the district councils compiled for the years 1910-11, 1920-21 and 1926-27 are included as Appendices IV and V. The subjoined statement indicates, by revenue divisions, the number of district

councils and their net income, excluding opening balances and receipts from debt heads :—

Division.	Number of district councils and income.					
	1910-11.		1920-21.		1926-27.	
	No.	Income.	No.	Income.	No.	Income.
		Rs.		Rs.		Rs.
Nagpur ..	*6	4,28,740	*6	9,70,919	*6	14,08,072
Jubbulpore ...	5	3,71,633	5	8,07,833	5	10,26,239
Nerbudda ...	5	3,53,592	5	8,35,850	†6	10,23,605
Chhattisgarh ...	3	3,25,201	3	7,89,987	3	9,97,956
Total Central Provinces ..	19	14,79,166	19	34,04,589	20	44,55,872
Berar ...	4	8,99,136	4	17,44,598	4	38,13,171
Total Central Provinces and Berar.	23	23,78,302	23	51,49,187	24	82,69,043

*Includes Independent Local Board, Sironcha.

†Includes Independent Mining Local Board, Chhindwara.

61. The income in the Central Provinces more than doubled, and in Berar nearly doubled, during the decade 1911—21 and during the next 6 years showed an increase of 30 per cent in the Central Provinces and 118 per cent in Berar. The large increase in Berar during recent years has occurred chiefly under the head of "Local Rates" and is due to the replacement of the old education cess of 6 pies in the rupee of the land revenue by the district council cess levied under section 48 of the new Local Self-Government Act with effect from the 1st February 1923. The latter is imposed at 18 pies in the rupee in 3 districts, and 12 pies in the fourth. The other causes to which the general increase is attributable are the addition of balances of dispensary funds transferred to the control of the district councils from the year 1923, and the enhanced contributions by Government towards education and transferred civil works.

62. The main sources of income are taxation, cattle-pounds, education, medical and civil works. Taxation produced Rs. 22,06,390 in 1926-27 against Rs. 8,62,161 in 1920-21 and Rs. 9,95,714 in 1910-11. The decrease in 1920-21 was temporary, being due to

suspensions of land revenue on account of general failure of crops in that year which involved the suspension of cesses also. The progress made by district councils in the imposition of taxation has been described in paragraphs 78 to 81 of this memorandum. When the machinery for assessment and collection is improved and the taxes now under the consideration of the various district councils are brought into operation, there is likely to be a further substantial addition to their resources.

63. Income from cattle-pounds amounted to Rs. 8,86,367 in 1926-27 against Rs. 9,51,635 in 1920-21 and Rs. 3,82,398 in 1910-11. The number of pounds in the province has steadily risen from 1,538 in 1919 to 1,727 in 1927. During the non-co-operation period some of the malguzars and tenants in the Chhattisgarh Division employed watchmen to seize stray cattle and instead of impounding them persuaded the owners to settle privately for the damage done. The fact that the income in the division had actually increased by the end of the year, however, showed that this boycott had failed. Although income from the fees levied under this head is ordinarily intended to cover expenditure and not to be a source of profit, a surplus has invariably occurred each year in spite of the fact that the pay of establishment has been revised and new posts created from time to time. The surplus during 1926-27 amounted to over Rs. 5 lakhs.

64. Under the head of "Education", school fees and miscellaneous receipts brought in a total sum of Rs. 50,732 only, while the amount of contributions paid by Government totalled Rs. 15,13,439. Under the head of "Medical" receipts, including Government contributions, amounted to Rs. 1,29,446 in 1926-27 against Rs. 36,871 in 1920-21, and only Rs. 9,284 in 1910-11. Under "Civil Works" the total income, including Government contributions for the maintenance of works transferred to district councils, totalled Rs. 26,09,860 in 1926-27 against Rs. 12,63,352 in 1920-21 and Rs. 2,68,600 only in 1910-11. The progress made under each of these heads by the district councils is described in greater detail in the ensuing paragraphs in which the expenditure is reviewed.

65. Expenditure.—The total net expenditure, including closing balances and disbursements under debt

heads for the same period and by revenue divisions, is as follows :—

Division.	Number of district councils and expenditure.					
	1910-11.		1920-21.		1926-27.	
	No.	Expenditure.	No.	Expenditure.	No.	Expenditure.
		Rs.		Rs.		Rs.
Nagpur ...	*6	4,22,306	*6	10,77,848	*6	13,31,505
Jubbulpore ...	5	3,33,457	5	9,54,879	5	9,44,617
Nerbudda ...	5	3,64,972	5	9,40,650	†5	9,85,295
Chhattisgarh ...	3	3,25,416	3	8,91,136	3	9,61,683
Total Central Provinces ...	19	14,46,151	19	38,64,513	20	42,23,100
Berar ...	4	7,41,848	4	23,31,049	4	38,22,699
Total Central Provinces and Berar.	23	21,87,999	23	61,95,562	24	80,45,729

*Includes Independent Local Board, Sironcha.

†Includes Independent Mining Local Board, Chhindwara.

66. In the Central Provinces the expenditure nearly trebled, and in Berar more than trebled during the decade 1911—21 and during the next 6 years showed an increase of 9 per cent in the Central Provinces and of 60 per cent in Berar over the expenditure of 1920-21. The increase is shared by all the major heads of expenditure and has occurred mostly under education and civil works owing to expansion of activities in these departments towards which Government largely contributes.

In 1926-27 under the head of General Administration, which includes cost of office establishment, contingencies, etc., the expenditure amounted to Rs. 4,55,347 against Rs. 2,69,323 in 1920-21 and Rs. 1,06,404 in 1910-11. Under “cattle-pounds” expenditure decreased

from Rs. 3,63,269 in 1920-21 to Rs. 3,55,613 in 1926-27. The high expenditure in 1920-21 was partly due to the high cost of fodder owing to the crop failure of that year.

67. Under the head of "Education", the expenditure on account of the maintenance and management of schools increased from Rs. 8,54,593 in 1910-11 to Rs. 20,60,026 in 1920-21 and to Rs. 27,15,752 in 1926-27. This includes Government grants of Rs. 4,89,000, Rs. 15,47,236 and Rs. 15,13,439, respectively. Notwithstanding the large increase in expenditure the progress in establishing educational institutions has not been appreciable. In the years immediately succeeding the war the adjustment of salaries to the cost of living necessarily resulted in enhanced expenditure. In 1918-19 the total number of primary and middle schools maintained by district councils and local boards was 3,503. It fell to 3,499 in 1919-20 and gradually increased in 1923-24 to 3,598 when the total number of boys enrolled was 249,876 and the daily average attendance stood at 167,937. In the year following although the number of schools rose to 3,616, the number of pupils on the rolls and the average attendance fell to 240,106 and 163,049, respectively. There was a recovery in 1925-26 which was maintained in 1926-27, the number of schools at the end of the latter year being 3,713 the number on the rolls 263,784 and the average daily attendance 182,718. The following extract from the local Government's resolution on the last year's reports on the working of district councils gives details of the present conditions :--"The Commissioner, Jubbulpore Division, reports that there has been no marked improvement in attendance and enrolment of pupils in any district in his division. The Seoni report suggest the appointment of whole-time paid lecturers for propaganda work, while the Jubbulpore report advocates the utilization of the services of the Pound Inspector for educating the villagers through lectures, circulation of books, magic lantern shows and the like in order to prepare the way for compulsion. The Commissioner, Nerbudda Division, reports that taking the division as a whole, there has been a slight increase in the number of scholars enrolled and that average attendance has kept pace with the increase in enrolment, the only exception being the Chhindwara district where both the enrolment and attendance

decreased owing to inefficient administration of the council and its school board. The experiment of utilizing the services of kotwars on payment of remuneration to secure better attendance of pupils was continued in Nimar and Betul and in the latter district it is proposed to extend the experiment to other schools where attendance is poor. The process of replacement of unqualified teachers by trained ones continued in several districts, but in Berar the number of untrained teachers rose from 1,757 to 1,854. While on the one hand the supply of trained teachers is reported to have outturn the demand in the Nerbudda Division, the District Council, Yeotmal, on the other hand complaints of the scarcity of such teachers and the department's failure to do anything to meet its requirements. The failure of the Council to secure the services of trained teachers is, however, due not so much to the dearth of such teachers as to its refusal to grant them a remunerative pay. The number of indigenous schools aided by district councils in Berar rose from 209 to 265. There was a considerable increase in all the districts except Amraoti. The Yeotmal and Buldana District Councils continue to be enthusiastic over this method of spreading literacy. Fifty of these schools in Yeotmal district were converted into district council schools. The grant paid by the district councils to these schools increased from Rs. 11,906 to Rs. 19,862. Government has recently laid down instructions regulating the conditions and the scale of these grants "

68. District councils have been slow to avail themselves of the opportunities for advancing education offered by the Central Provinces (Compulsory) Primary Education Act, III of 1920. The initiation of compulsion rests with them and not with Government. Up to the present compulsory education has been introduced in 151 villages in 6 of the 22 districts in the province. The local Government has bound itself by rules framed under the Act to provide grants-in-aid from provincial revenues to the extent of half of the additional recurring and non-recurring expenditure entailed by the introduction of compulsory education, and as the scheme expands, the district councils will have to increase their resources by the only obvious means of additional taxation. Section 50 of the Local Self-Government Act empowers them to levy a special school rate and thus they have the power of providing increased educational facilities. This form of

taxation is already in force in all the four districts of Berar, but has been imposed up to now in only two districts of the Central Provinces.

69. The total expenditure on the construction and repairs of district council school buildings rose from Rs. 3,19,984 in 1920-21 to Rs. 8,68,326 in 1926-27.

70. Under the head of "Medical", which includes expenditure on vaccination and sanitation, the total expenditure amounted to Rs. 4,69,534 in 1926-27. Of this, Rs. 2,69,399 was incurred on medical establishment and dispensaries against Rs. 1,32,607 in 1920-21 and Rs. 95,150 in 1910-11. The large increase in 1926-27 is due to the transfer of dispensaries, which had been previously managed by Dispensary Fund Committees to the direct financial and administrative control of local bodies in pursuance of the policy initiated by the local Government in 1923, on the ground that medical relief is primarily a matter of local concern. The transfer was left to the option of local bodies, Government undertaking to give grants sufficient to cover the salaries of medical officers and on account of medico-legal work and attendance on Government servants. In 1923-24, 65 dispensaries were transferred to the management of district councils, and the number now stands at 75 out of a total of 110 available for transfer. Berar has shown for greater eagerness to accept the responsibility offered, as a total of 38 dispensaries have been taken over in the 4 Berar districts alone as against 37 for the whole of the Central Provinces. The following extract from the local Government's Resolution on the last year's reports on the working of the district councils shows the progress made:—"Government grants amounted to Rs. 1,24,058 in 1926 against Rs. 94,332 for the same number of dispensaries in 1925, and Rs. 86,120 for 65 dispensaries in 1924. The real income of the transferred dispensaries was Rs. 1,42,058 against Rs. 82,294 in 1925 and Rs. 84,120 in 1924. The percentage of the real income to Government grants was thus 102 in 1924, 90 in 1925 and 114 in 1926, which shows a satisfactory progress. It is, however, disappointing to note that private subscriptions have fallen from Rs. 33,925 in 1924 to Rs. 21,904 in 1925 and Rs. 18,205 in 1926. It is apparent that with the relaxation of official influence there will be a falling off in voluntary subscriptions. While Government (Ministry of Local Self-Government)

hopes that District Officers will continue to use their good offices in helping the humanitarian cause, it agrees with the Commissioner, Berar, that the real remedy is to make the local committees responsible for the collection and, if people will not pay voluntarily, to charge for treatment."

"The number of in-door and out-door patients treated in the transferred dispensaries rose from 2,414 and 488,184 in 1925 to 2,576 and 569,349, respectively, in 1926. Taking only the 65 dispensaries that were transferred in 1923, the rise of in-door patients is from 2,282 in 1923 to 2,576 in 1926 and that of out-door patients from 429,531 to 569,349. The number of Ayurvedic dispensaries either subsidized or managed departmentally were 2 in the Drug district, 2 in the Buldana district and 3 in the Akola district. In pursuance of a scheme inaugurated in 1923, 5 cheap plan dispensaries have been opened in Berar but unfavourable agricultural conditions stood in the way of extension. It is gratifying to record that 4 such dispensaries are about to be opened in the Buldana district for which private contribution in cash or in the gift of land to the value of Rs. 35,234 has already been received by the Deputy Commissioner."

71. Under the head of "Civil Works", the total expenditure which was Rs. 7,60,814 in 1910-11, increased to Rs. 27,03,360 in 1920-21 and to Rs. 35,66,483 in 1926-27. The large increase is due chiefly to the transfer of a number of civil works—communications mainly—from the Public Works Department to the management of district councils in accordance with the recommendations of the Public Works Reorganization Committee of 1917. The total mileage of roads transferred now is 1,919. The experience obtained from the transfer of public works to the district councils for management varies. On the one hand, there are councils which have risen to the occasion and maintained transferred works efficiently, and are urging Government to transfer more roads in order to keep their public works staff fully busy; whilst on the other, there are councils which have entirely failed in the responsibilities entrusted to them. The Wardha District Council mismanaged the roads transferred to it to such an extent that all were resumed by Government. The Bilaspur District Council refused to maintain the 3 roads that were transferred to it unless it

was given charge of more roads than Government was prepared to transfer. From the years 1919-20 to 1922-23, in the case of 9, 6, 6 and 8 district councils, respectively, the proportion of lapses to total allotments was more than 20 per cent, the causes assigned being insufficiency of public works staff and the difficulty of finding efficient contractors for the execution of works. The district councils gained financially thereby as the unspent balances of Government contributions were merged in the general balances of the district councils. Orders were issued in 1923 that the unspent balances should be refunded in future to Government at the end of each year. In the year 1923-24 the number of districts in which lapses occurred increased to 12 and the percentage to 23.64. Improvement occurred in 1924-25 when the percentage of lapses to total allotment decreased to 15.20 and the improvement has since been maintained, the percentage in 1925-26 being 8.06 and in 1926-27, 4.6. The total grants made by Government during the year 1926-27 for transferred works aggregated Rs. 16,70,518 out of which Rs. 15,52,843 was spent, leaving a balance of Rs. 1,17,675.

72. The expenditure on water-supply and village roads was Rs. 67,140 and Rs. 23,736 against Rs. 56,900 and Rs. 1,576, respectively, in the last year. The maintenance of village roads is a matter to which attention has been drawn in the Legislative Council. Increasing traffic has doubtless been largely responsible for stimulating interest as district councils have never been in the habit of devoting large sums to maintenance, but have contented themselves with fair weather repairs to the more important tracks and occasional construction of a culvert or causeway over bad nullahs. The question of the maintenance of this class of road has been fully considered by Government, and a Resolution issued imposing on district councils the responsibility of keeping them in repair, and laying down the conditions subject to which Government will give financial help.

73. **Audit and financial administration.**—The accounts of district councils and local boards are audited by the Local Audit Department and included in the annual report of its working which is submitted to the local Government by the Examiner of Local Fund Accounts. From this report the statistics shown in the last 3 columns of the subjoined table, bearing on the general

financial position of district councils and local boards in the province, have been extracted.

Year.	Number of district councils and local boards.	Closing balance.		Number of district councils in which the balance was below prescribed minimum.	Number of embezzlements.	Number of audit objections.	Number of district councils and local boards which delayed action on audit notes for more than two months.
		Prescribed minimum.	Actual.				
		Rs.	Rs.				
1919...	District Councils 21 Local Boards ... 81	8,15,200	19,81,314	...	1 2	534 2,301	... 1
1920...	District Councils 21 Local Boards ... 82	8,15,200	23,12,969	...	3 3	1,230 2,720	... 3
1921...	District Councils 21 Local Boards ... 82	8,15,200	11,03,766	3	1 4	904 3,053	1 4
1922...	District Councils 21 Local Boards ... 82	8,15,200	12,75,787	...	3 2	1,469 3,124	... 5
1923...	District Councils 21 Local Boards ... 82	8,15,200	19,33,105	..	... 5	845 3,025	4 13
1924...	District Councils 23 Local Boards ... 83	8,15,200	25,48,431	...	3 3	912 3,162	3 6
1925...	District Councils 23 Local Boards ... 83	8,15,200	22,12,201	1	1 5	1,100 2,632	6 17
1926...	District Councils 23 Local Boards ... 83	8,17,200	18,82,992	...	... 5	1,471 3,193	6 16
1927...	District Councils 24 Local Boards ... 83	8,17,200	17,41,189	1	... 8	1,644 3,373	6 18

74. Audit objections are not recorded for minor irregularities but only for important defects. In 1904, the first year in which the accounts of all the district councils and local boards in the province were brought under audit, 2,917 objections were recorded against district councils and 1,330 against local boards. In 1919 the number was 534 and 2,301, respectively, or a total of 2,835. Since then a marked deterioration in the maintenance of both district council and local board accounts has set in. The Local Self-Government Act which was passed in 1920 was brought into force in May 1922. The number of objections recorded in the audit

for 1925-26 was 1,471 for district councils and 3,193 for local boards or a total of 4,664 objections against 2,835 in 1919. In its Resolution on the reports on the working of district councils for the year 1925-26 the local Government remarked that it viewed with concern the rapid deterioration in the accounts of local bodies which cannot but retard the development of Local Self-Government on healthy lines and pointed out that it did not appear to have been realized sufficiently that the removal of official control should not be the signal for a relaxation of financial vigilance, but that on the contrary it should be followed by more careful scrutiny and supervision by the members of the local bodies themselves, who are expected to set a high standard of duty and financial propriety. In the next audit report the number of irregularities disclosed increased to 1,644 for district councils and 3,373 for local boards, a total of 5,017 against 4,664 for the preceding year, and the local Government in its resolution on the reports for 1926-27 observed as follows :—

“ The number of financial irregularities disclosed by the report of the Examiner of Local Fund Accounts for 1926-27 rose from 4,664 to 5,017. The number of serious delays in payment decreased from 7 to 5. The number of embezzlements remained unaltered at 5. An examination of the past three years' reports shows that the accounts of the Jubbulpore, Balaghat and Hoshangabad District Councils have been steadily deteriorating and they have been warned that unless they take early steps to put their affairs in order, Government may be compelled to take action in exercise of the powers of control vested in it under the Local Self-Government Act. Government is glad to observe that the accounts of the District Councils, Yeotmal, Amraoti and Wardha, which formed the subject of adverse comments in the past, have shown signs of improvement. It need hardly be emphasized that once accounts of district councils get into bad order their rectification is a difficult and prolonged business. ”

75. A prominent feature of these audit reports is the mishandling and occasional misappropriation of advances. In 1922-23 serious irregularities in the matter of various advances for the execution of civil works drawn by a member of a local board, who was also a member of the Legislative Council, were discovered. Eventually the institution of a civil suit by the district council

under section 76 (3) of the Local Self-Government Act was sanctioned. As the district council still delayed, a criminal prosecution for misappropriation was finally launched by Government and the member was convicted and sentenced to a substantial term of imprisonment and fine. In a similar case the vice-chairman of a local board was convicted in 1926 under section 409 of the Indian Penal Code but though unsuccessful in appeal he was acquitted in revision. A case is pending in which a member of another local board is similarly involved in connection with a sum of Rs. 500 drawn as an advance for the completion of a well. Prosecution has just been sanctioned.

Another type of irregularity brought to light is the implication of members in contracts. A flagrant case occurred in one of the Berar districts, the vice-chairman being concerned. Another irregularity involving a waste of Rs. 25,000 occurred later, and after the local Government had, as a mark of its displeasure, withheld a grant of a lakh of rupees, the district council removed the vice-chairman from membership of the council. Steps are now being taken in Berar to lessen the chances of such irregularities by a more frequent audit.

76. The general financial condition of district councils has been satisfactory. The number in which the actual balance temporarily fell to below the prescribed minimum was 3 in 1921 and 1 each in 1925 and 1927. In most district councils the actual balances are far above the prescribed minima, the total balances being Rs. 17,41,189 against a prescribed minimum of Rs. 8,17,200. The present minima were, however, fixed as long ago as 1895, and the local Government on the basis of one month's average expenditure has recently raised the minimum balance of the district councils from an aggregate of Rs. 8,17,200 to Rs. 10,41,000.

77. In periods of scarcity the income of district councils is seriously handicapped owing to their principal resources being dependent on the collection of the land revenue of the province. When it becomes necessary to suspend the land revenue the district council cesses which accrue under section 48 of the Local Self-Government Act are ordinarily suspended also. Hitherto district councils have tided over these temporary difficulties without

applying for assistance from Government. But in the current year owing to local scarcity two district councils in the north of the province are faced with deficit budgets and have applied to the local Government for advances under Article 220-A of the Civil Account Code.

78. Imposition of taxation since the introduction of the Reforms.—One of the principal objects kept in view in framing the new Local Self-Government Act was to extend the functions and increase the sphere of usefulness of the district councils by granting to them, within certain necessary limits, increased powers of taxation. With the exception of the powers contained in section 24 of the Act, relating to the imposition of fees and tolls in markets, which is described later, the councils did not make adequate use of these new powers, until the current year, as the following statement which shows the extent to which new taxation has been imposed under section 49, 50 and 51 of the Local Self-Government Act indicates :—

Kind of Tax.	Number of district councils in which imposed.	
	Central Provinces.	Berar.
1. Additional cesses (section 49) ...	3	...
2. Special school rate (section 50) ...	2	...
3. Tax on ginning and pressing cotton (section 51). ...	2	...
4. Terminal tax (section 51) ...	2	...

The additional cess leviable under section 49 has been imposed in the Raipur and Buldana districts and lately in the Damoh district also. The special school rate under section 50 has been in force in all the districts of Berar prior to the introduction of the new Act and has now been imposed in certain villages in the Raipur and Bilaspur districts. It has been represented that, but for the difficulty of assessing and collecting this tax for which local bodies have no special agency of their own, taxation under this section would have been general. For instance, the duty of assessing and collecting the rate in villages

under sanitation panchayats devolves on the panchayats under section 50 (3) of the Act, but experience in Berar had shown that these bodies failed to discharge this duty satisfactorily, and, in consequence, heavy arrears accumulated from year to year. The Joint Board of District Councils in Berar then proposed that the rate should be collected by Government agency. It was finally decided to entrust this duty to revenue officers and accordingly section 50 (3), laying down that the rate should be assessed and collected by the village sanitation panchayats, was deleted from the new Local Self-Government Act as applied to Berar. The same difficulty is reported to have been experienced in the Raipur district where the rate has not been realized in the village of Arang though it was imposed there in October 1925. Action to amend the Central Provinces Act in the same manner is being taken. In pursuance of the recommendations of the Taxation Enquiry Committee and with the consent of all the district councils and the Joint Board in Berar, Government has since framed rules for the assessment and collection of the tax in Berar by revenue officers ; and a similar proposal in regard to villages in the Central Provinces is now under the consideration of the local Government.

79. The District Council, Bhandara, resolved to impose a cess on manganese ore exported from the district and the Independent Mining Local Board, Chhindwara, on the export of coal. Both proposals have been held over pending decision of the question of the encroachment by provincial Governments and local authorities on the fiscal sphere of the Central Government, which is under the consideration of the Government of India. The District Council, Damoh, encountered yet another difficulty. It imposed a terminal tax on certain rail-borne articles, but found itself unable to levy it as the Great Indian Peninsula Railway Company demanded charges for collection which the district council considered unduly high. For municipalities the company had previously been collecting similar taxes on a commission of 3 to 5 per cent on the collections, but it now pressed for the fixation of a minimum monthly income. The position with regard to the imposition of terminal taxation by district councils is anomalous. Section 51 permits its imposition without any restriction except that provided by the rule making power of Government. The section was drafted with the

intention of making the power of taxation subject to the Schedule Taxes Rules but failed to secure this result as these rules unexpectedly issued not before but after the Local Self-Government Act became law. The local Government has in consequence found considerable difficulty in dealing with proposals for taxation under this section.

80. All the district councils in the Chhattisgarh Division have resolved to impose terminal taxes, and in addition to the general question of propriety referred to above, there has arisen a further problem whether it is legal and equitable to levy such taxes at railway stations situated in Feudatory State territory. Until these questions have been satisfactorily solved little progress in the imposition of such taxation can be expected, and district councils are thus prevented from making use of one of their most fruitful sources of revenue. The necessity for the retention of control by Government is exemplified by the proposal of the District Council, Damoh, to levy a tax on intoxicating drugs and country liquor sold within its limits. The proposal was negatived on the ground that such a tax could only be imposed under the Central Provinces Excise Act and was not permissible under section 51 of the Local Self-Government Act. In the Bhandara district where a terminal tax was successfully imposed by the district council friction has arisen over the collection of it within a municipal area in which the municipality had imposed a similar tax. The local Government has therefore sought powers to reserve the right to sanction the first imposition of any tax under this section and to fix a maximum as in the case of similar taxes under the Municipalities Act, by a Local Self-Government Amendment Bill which is now before the Legislative Council.

81. As regards markets, district councils have made more use of their new powers of taxation. All, with the exception of the Hoshangabad District Council, have taken action to notify markets under section 23. The number of markets so notified is 737, and 15 district councils have also taken action to impose fees and tolls in notified markets under the various clauses of section 24. In a few cases it subsequently transpired that some district councils had recommended the notification of markets

without sufficient investigation, while others had not understood the claims of the local sanitation panchayats, over markets situated within their jurisdiction. It was then made clear that the management of any public market held within a panchayat area and the income derived from it properly vest in the panchayat and 15 markets that had already been notified were withdrawn from the control of the district councils concerned. Occasional friction has also arisen between the village proprietors and the district councils, as the latter have not yet fully realized that their powers of control over a market do not necessarily abrogate previously existing rights of property.

82. Interest shown by the Legislative Council.—The interest shown by the Reformed Legislative Council in district council and local board matters can be gauged by the number of questions which were asked and resolutions moved since its coming into existence, as shown below :—

Year.		Questions.	Resolutions.
1921	...	32	5
1922	...	10	1
1923	...	4	1
1924	...	1	1
1925	...	33	1
1926	...	3	...
1927	...	44	...
1928 (up to March 1928)	...	27	...
Total	...	154	9

Of the 154 questions asked, 28 related to matters on Local Self-Government administration generally; 26 to constitution and elections; 20 to finance and taxation; 18 to members, office-bearers and establishment; 29 to education; 12 to dispensaries; 19 to civil works, and 2 to politics.

83. Of the 9 resolutions, 7 were moved in the first Council. Of these, 6 were common to municipalities also and have been described in Part I. These recommended that (i) local bodies be allowed to deposit their balances with co-operative banks; (ii) they be assigned a share in the land and excise revenue to supplement their funds; (iii) membership be limited to a period of not more than 6 years; (iv) grants be given to local bodies for temperance propaganda; (v) nominations be made from the depressed classes; and (iv) public

works be transferred to local bodies. The first 2 resolutions were lost, third was withdrawn and the last 3 were carried. The seventh recommending that Deputy Inspectors of Schools should be placed under the control of district councils was withdrawn on Government accepting the principle. The administrative control over Deputy Inspectors in four selected districts has since been transferred to district councils as an experimental measure.

84. The remaining two resolutions were moved in the second Council. One recommending increased grants for compulsory education, which was common to municipalities also, was withdrawn; and the second, recommending the levelling of all fair weather roads, was carried. This did not affect the policy of Government in the matter of such roads under the management of the Public Works Department. Allotments from Rs. 30 to 100 per mile are made at budget time according to the class of roads and as funds are available.

85. As regards the constitution and powers of district council, there has been very little legislative change at the instance of the Council. A private Bill introduced in 1925 providing for the extension of the disqualifying period of sentences of conviction lapsed with the dissolution of the Council in 1926. The only other private Bill which was introduced in 1927 provided for the removal of disqualification on the ground of conviction and for the transfer as certain powers from the Commissioner to the local Government and Deputy Commissioner so as to be in line with the Municipalities Act. This was passed into an Act of the local Legislative in 1928.

86. Attitude of district councils towards current politics.—The interest taken by district councils in politics has been manifested particularly during the non-co-operation period (1921–23), as in the case of municipal committees, in the passing of resolutions declaring *hartals* including the closure of offices and schools; putting up portraits of prominent politicians in schools buildings; the inclusion of training in the use of *charkha* in the curriculum of schools or compelling their employees to wear *khadar*; and to a lesser extent in giving addresses to political leaders and in interference with the excise administration. Only one district council passed a resolution in favour of holding a conference of local bodies to discuss

the question of the flying of the national flag. The boycott of the Indian Statutory Commission was advocated in five districts by the closure of offices and schools—in some cases for an hour only—on the 3rd February 1928, the date on which the Commission landed at Bombay. One district council also refused to supply information which it thought might be required for the Commission.

PART III.

VILLAGE SANITATION PANCHAYATS.

87. Village Sanitation Panchayats are governed by the Central Provinces Village Sanitation and Public Management Act, 1920 (C. P. Act No. II of 1920). The Act was introduced in the pre-Reform Legislative Council in 1919 *pari passu* with the Local Self-Government Bill and the Village Panchayat Bill both of which subsequently passed almost simultaneously into law as the Central Provinces Local Self-Government Act, 1920, and the Village Panchayat Act, 1920. Each of these three Acts formed an essential part of the reorganization of the framework of Local Self-Government in rural areas and they owed their genesis to the report of the Decentralization Commission and the final shape in which they were presented to the Legislative Council largely to the Resolution No. 41 of the Government of India in the Department of Education (Municipalities), dated May 16th, 1918.

88. The constitution of a panchayat for a local area requires the sanction of the local Government which is moved thereto by the Deputy Commissioner either on his own initiative or upon application by not less than 10 residents plus the working patel or mukkadām (headman of the village).

89. The functions of village sanitation panchayats are declared in section 4 of the Act to be—

- (1) conservancy,
- (2) water-supply,
- (3) roads, and
- (4) any other local work or measure likely to be of public utility in the local area.

The income of a village panchayat is derived from—

- (1) fines levied under the Act or under section 34, Police Act, within the local area ;
- (2) all or any of the following ;
 - (a) an assessment on houses, buildings or land ;
 - (b) licence fees of brokers, weighmen, etc., tolls on goods brought for sale, market fees or cattle registration fees.

Rules for such charges and taxes require the sanction of the local Government.

90. The working patel in Berar and the mukaddam in the Central Provinces are *ex-officio* members of the panchayat ; and the remaining members who may not be less than 4 in number are elective.

91. So far the Act merely repeats the provisions of the Village Sanitation Act of 1902 which it superseded. It is in the control of the panchayat that the present Act attempts to effect a material alteration in the structure of Local Self-Government. Whereas under section 4 of the old Act, control rested with the Deputy Commissioner, under section 11 of the present Act the local Government may direct that the panchayat shall work in subordination to the district council or local board in respect of all or any of the matters made over to the management of the panchayat. If such direction is made, the district council may, subject to the approval of the Commissioner of the Division, apportion between itself and the panchayat all sums forming the panchayat fund. The control of the Deputy Commissioner is still retained by rules under the Act by which he decides appeals against assessments, approves of the rates of market dues and cattle registration fees, receives and may revise all assessment lists, approves all works costing more than Rs. 1,000, receives the budget and annual report, and may inspect the registers of the panchayats.

92. Although section 11 of the Act thus permits of the subordination of a panchayat to the district council, no rules have been framed for the more exact definition of their relations with one another. At the time that the Act came into operation there already existed a number

of panchayats formed under the old Acts. When the question of their subordination to district councils was raised, they objected no less unanimously than district councils pressed for it. In the Central Provinces, district councils desired the subordination of the panchayats mainly on financial grounds, as it would enable them to obtain a share in the income derived from markets, which vested in the panchayats. In Berar the management of markets in panchayat areas has never been vested in panchayats; and the enjoyment by district councils of the substantial receipts derived therefrom was a ground of bitter complaint by the panchayats. In introducing the present Act to the Council the local Government had declared that—

“the items that constitute the income of the panchayat will all be derived from, or in connection with, markets. The provision that part of the income from these sources may be appropriated by the district council, has its justification in the well known fact that village markets, far from being merely local or parochial, draw traders and customers from a very wide area . . . it is unreasonable that bazar dues collected from people coming from places, sometimes a hundred miles distant, should be devoted to the benefit of a single village. In particular the income derived from village markets can be spent on the roads leading to those markets and the improvement of the water-supply along those roads; and in any case the proposed distribution of income will enable the district council to spend on roads and water-supply a larger sum than has hitherto been possible. . . . further, we cannot allow the panchayats to work entirely without control; they are now under the control of the Deputy Commissioner and it may be regarded as a measure of decentralization to place them under the control of a non-official body”. But in view of the hostility of panchayats to subordination the local Government in a Resolution of the Local Self-Government Department, dated the 20th October 1926, directed that the administration of all markets should vest in the panchayats and the management of schools, medical institutions and cattle pounds in the district council. The panchayats should be entirely independent of the control of district councils except to the extent of contributing from panchayat funds to the upkeep of any district council metalled road passing through panchayat areas. The extended financial powers

of district councils under the Local Self-Government Act of 1920 were put forward as a justification for transferring in Berar from them to panchayats the receipts from markets to which in fact, under section 5 of the Village Sanitation and Public Management Act panchayats were properly entitled. The Act is so framed that as long as a panchayat is independent of the control of the district council it cannot be compelled to share the income derived from a market administered by it with the district council.

93. A Bill was introduced by the local Government in 1927 for the amendment of sections 5, 7, and 10 of the Act providing respectively (1) for power to levy fees on and to enforce the use of slaughter-houses which some of the panchayats had constructed; (2) for power to charge interest on arrears of taxes; and (3) that if a municipal committee, a notified area committee, or a panchayat committee succeeds a sanitation committee it shall take over its funds and property instead of their lapsing to the district council or local board having authority in the area. This Bill was passed into an Act of the local Legislature in January 1928.

94. In April 1928, there were 101 village sanitation panchayats in operation in the province, 62 in the Central Provinces and 42 in Berar. Prior to the Reforms, 6 panchayats were converted into notified area committees under the Central Provinces Municipalities Act and since the introduction of the Reforms, 2 have been converted into such committees and 3 into municipalities. Between 1923 and 1927, 18 sanitation panchayats have been converted into village panchayats under the Central Provinces Village Panchayat Act, 1920 (V of 1920), and since April last, 2 more have undergone similar change. Three were disestablished in 1922 for default of payment of taxes, as a result of political agitation, and for general inanition; 1 in 1921 by application for exclusion, but the villagers have now applied for extension of the Village Panchayat Act; and one which was established in 1917, worked well till 1921, when it came under the influence of the non-co-operation movement and ceased to function; it has been revived since 1926.

95. Although fair progress has been made in the voluntary replacement of village sanitation panchayats by

village panchayats, 20 out of a total of 104 having been replaced so far, the majority of the remainder have resisted and are resisting conversion. The main reason is that sanitation panchayats have the option of remaining independent of the district council and as a rule desire to take full advantage of this option. As related in detail elsewhere two other reasons are also put forth—one is that public opinion is insufficiently developed to guarantee impartiality on the part of the administrators or judges constituted under the Village Panchayat Act; and the other that many disputes are settled locally and informally as it is, and that the formal constitution of a bench might have the effect of protracting and rendering them more embittered.

96. In the January 1928 session of the Legislative Council a non-official Bill was introduced for the repeal of the Central Provinces Village Sanitation and Public Management Act, on the ground that as under the Village Panchayat Act the panchayats have both administrative as well as judicial powers, it is advisable that the existing sanitation panchayats should be replaced by village panchayats; that so long as the Sanitation Act is in force, this work would not be done readily; and that the existence at present of both the institutions at some places creates an anomalous position. Government did not oppose the Bill, but pointed out that it had itself examined the question as early as 1923; that it was then considered that the village Panchayat Act had not been fairly tested, and that a longer experience with regard to the development of these isolated units of self-government was required; that if the Sanitation and Public Management Act was repealed, there would be no guarantee that villagers would accept village panchayats, there being nothing in the Village Panchayat Act or the rules framed thereunder by which a village panchayat could be forced on a village which did not want it; and that therefore the villages now having sanitation panchayats which afford some experience in election, public management and administration—an essential experience for people who are expected to work democratic institutions hereafter—would be left with no institution at all. Another difficulty which was felt till recently is that the Village Sanitation Act afforded more sources of income than the Panchayat Act. This has now been remedied by amending the

Village Panchayat Act. The local Government had also suspended the creation of new sanitation panchayats. The Bill was then circulated for eliciting opinion. That received so far indicates that public opinion outside the Council is against the supersession of the Sanitation and Public Management Act, and there appears to be still scope for sanitation panchayats to exist side by side with village panchayats. It remains to be noted that although the local Government in deference to the opinion expressed in the Legislative Council has set its face against the constitution of more sanitation panchayats, it has during the current year sanctioned the constitution of one after a vain endeavour had been made to persuade the people of the town concerned to apply instead for the constitution of a village panchayat.

97. The statement included as Appendix VI indicates by revenue divisions the number of sanitation panchayats which functioned in April 1928, their population, constitution, and income and expenditure during the year 1927-28. An analysis of their expenditure shows that 64 per cent was incurred on conservancy, 3 per cent on water-supply, 11 per cent on roads and 22 per cent on other administrative functions. On the receipts side 56 per cent was on account of assessment on houses, buildings or lands 26 per cent on account of licence fees, tolls and cattle registration fees, etc., 0.3 per cent on account of fines levied under the Act or under section 34 of the Police Act within the local areas, and 17.7 per cent on account of other miscellaneous receipts.

98. That village sanitation panchayats have played a useful part in developing civic responsibility has never been denied. But the feeling of the present day that they have outlived their usefulness has some justification. The division of responsibility within the same area between panchayats and district councils is always apt to cause irritation and uneconomic administration, and the duties assigned to panchayats exclude responsibility for education, which perhaps of all civic responsibilities is most likely to develop the growth of a sense of duty and public spirit. The sanitation panchayat has been perpetuated by the desire to avoid the taxation that the assumption of the wider responsibilities of a notified area or municipal constitution entails; whilst in a province predominantly agricultural the level of wealth in towns which on the

basis of population could support a municipality is not so high as to preclude anxiety whether both ends could be made to meet. It is, however, remarkable that in the Berar division which unquestionably contains a higher level of wealth than any of the other four divisions, and where the cotton ginning and pressing industry offers scope for profitable taxation, there are found the towns with the largest populations under village sanitation panchayats. Of 62 sanitation panchayats in the Central Provinces four only have a population exceeding 6,000 and the largest is 7,600; whilst out of 42 such panchayats in Berar no less than 17 exceed the figure of 6,000, and of these 3 exceed 10,000 in population.

PART IV.

VILLAGE PANCHAYATS.

99. Village panchayats are governed by the provisions of the Central Provinces Village Panchayat Act, 1920 (V of 1920). This Act which, as already observed, was passed by the pre-Reform Council in the last year of its existence was brought into force in the Central Provinces on May 1st, 1922, and was applied to Berar on 1st October 1923. It differed from the Village Sanitation and Public Management Act (II of 1920), firstly, in that it was an entirely new Act designed to revive the village panchayat, which had formerly been an important feature of Indian village life, in a form which would fit in with the development of other local self-governing institutions, and make it an integral part of the structure of Local Self-Government; whereas the latter Act represented a revision of an existing Act under which panchayats had already been formed and were in existence. Both Acts gave identically the same objects to panchayats to administer, viz., conservancy and water-supply, the construction and maintenance of roads, and the undertaking of any other local work or measure like to be of public utility within the area administered by a panchayat. But the Village Panchayat Act went further and provided for the constitution of panchayat courts with civil and criminal powers. It also differed fundamentally from the

Village Sanitation and Public Management Act in that it vested wide powers of control in district councils whereas the latter Act gave panchayats constituted under it the option of working under the control of district councils and in practice panchayats were mostly independent of them. Under the Village Panchayat Act district councils control the imposition of taxes by panchayats, pass their budgets and can, by the vote of two-thirds of their members present and voting, reverse or vary any resolution or order of a panchayat passed in the performance of its administrative duties.

100. The Act provided that a Deputy Commissioner might establish a panchayat after enquiry upon an application made either by the district council or by not less than 20 adult male residents of a village or of the group of villages which it was proposed to form into a unit of management. It was expected when the Act was passed that the initiative in the establishment of panchayats would be undertaken either by district councils or honorary workers. In some districts district council office-bearers or members did make efforts to get panchayats established by persuading the necessary number of residents to submit applications. But the rules as first framed required the Deputy Commissioner to satisfy himself that fifty per cent of the adult male residents were in favour of the establishment of a panchayat, and he was, before taking the sense of the village, to explain clearly that the proposal involved self-taxation. No promise of financial assistance from Government was made. As a result partly of the lack of energy displayed by district councils, and partly of the emphasis laid on the necessity of taxation, few applications for establishment of a panchayat were made and of those a great number were rejected as a result of the enquiry which followed. The rule requiring a clear majority of the villagers to assent to establishment was relaxed, but even then little progress was made.

101. In March 1925 a Berar member of the Legislative Council successfully moved a resolution "that instructions be issued to all Deputy Commissioners that they should take active steps to encourage the establishment of village panchayats under Act V of 1920 and should render all help to non-officials working in this

direction". He pointed out that in Berar out of 37 applications made and decided 29 had been rejected, and made an allegation, which found support in the Council, that officials, as well as honorary magistrates who feared encroachment on their powers, were opposed to the establishment of panchayats. The prominence given to the necessity of taxation was also criticized. The local Government as a result announced in September 1925 the formation of a mixed committee to examine the whole question. The committee submitted its report in April 1926. Its recommendations, which were accepted by Government, involved amendment of the Act and this was finally effected by Central Provinces Act, VII of 1928. The most important changes thus introduced into the Act were as follows :—

- (1) Under the original Act the administrative duties of the panchayat were placed in the forefront, and it was optional with the Deputy Commissioner whether he would invest it with civil or criminal powers. The committee recommended that no special importance should be attached to one sphere of duty more than another and the revised Act makes it incumbent on the Deputy Commissioner to confer civil and criminal powers if the panchayat desires them. As the exercise of administrative functions is optional for the panchayat, it is now open to a panchayat to devote itself solely to administrative duties, or to magisterial or judicial according to its predilection.
- (2) The administrative duties and responsibilities of panchayats have been extended. A panchayat may now with the previous sanction of the district council regulate the slaughter of cattle, construct and maintain slaughter-houses, sarais, rest-houses and camping grounds.
- (3) The financial powers of panchayats have been extended to the levy of market tolls and fees, fees on the registration of cattle, fees for the use of camping grounds, sarais, rest-houses and slaughter-houses.

102. In addition to the recommendations that required legislation, the local Government made other changes in conformity with the opinion of the committee. The Deputy Commissioner instead of rejecting applications himself is required to report for the orders of the local Government any case in which he is of opinion that an application should be rejected. The local Government also accepted the recommendation that initial grants should be made from provincial revenues to newly established panchayats. A sum of Rs. 25,000 was included in the budget of 1927-28 for the purpose and a scale of grants fixed, ranging from Rs. 350 downwards according to the population of the area administered. A similar sum has been included in the 1928-29 budget, together with a sum of Rs. 2,250 to enable the special panchayat officer and some members of the Legislative Council to visit another province for a study of the working of the system where it is more advanced. Lastly, an officer was placed on special duty with effect from the 9th February 1927, for the purpose of fostering the development of village panchayats.

103. In spite of the slow start, development has been fairly rapid. In 1923 there were only 11 village panchayats. By April 1st, 1924, this number had increased to 57. On February 1st, 1928, the latest date for which information is available, the number was 136 and several districts report a number of applications pending. The movement, as will be seen from the statement included in Appendix VII has made most progress in Berar where 61 panchayats functioned during 1926-27 as against 73 for the Central Provinces. The difference in progress, and in the character of panchayats from district to district, is most marked. Emphasis was laid by the Government of India in Resolution No. 41, dated May 16th, 1918, in the Department of Education (Municipalities) on the impossibility of developing panchayats on any uniform system. The broadest distinction that can be drawn is between panchayats which perform administrative duties and those which do not. Very few now perform administrative duties without exercising civil and criminal powers at the same time. Throughout Berar the administrative side of the panchayats has been developed and there are few panchayats which have not imposed

taxation upon themselves: In the Central Provinces, on the other hand, there is great variation. Two districts each reported only one panchayat performing administrative duties as against 12 and 7 vested with magisterial and judicial powers, and only in one of the two districts has the panchayat performing administrative duties imposed taxation. On the other hand, there are several districts in which every panchayat has recovered a substantial amount on account of taxation. This uniformity within a district coupled with a wide divergence as between one district and another can hardly be due to any other cause but personal influence. There is no such difference in the history or conditions as to account for so great a difference in the manner in which the panchayats have developed; and in the committee which examined the problems connected with the development of village panchayats it was apparent that there were two schools of thought, one convinced that the administrative duties were of paramount importance and the other that these were an unessential adjunct to the main function of the local settlement of civil and criminal disputes. Where the former theory has prevailed the bulk of the panchayats have jurisdiction over single villages. Where administrative duties have not been undertaken groups of villages are more common. The most striking example is in the Narsinghpur district where the only single village panchayat is the one which has undertaken taxation and the performance of administrative functions. The remaining panchayats exercise authority over an average of over 7 villages apiece, the maximum number being 10 and the lowest 5. The administration of panchayats is still in its infancy and it is as yet too early to say whether such grouping is not too wide for the equitable performance of administrative duties. The Government of India in the resolution to which reference has been made considered that even for the exercise of civil and criminal powers it is especially desirable that the "panchayat should be, as a rule, a body representing a single village otherwise the great safeguard for the proper disposal of such cases namely public opinion will be lost". If this principle possesses validity in respect of civil and criminal jurisdiction it has all the greater potency in respect of administrative functions as the allocation of resources is a matter in which local jealousy is bound to be aroused if the area controlled consists of separate villages.

Of one panchayat it is reported that all the expenditure has been incurred on the improvement of roads in the principal of the five villages which form the administrative unit, but other reports are silent on the point of whether there has been any inequity in the enjoyment of funds. It appears likely that occasion for inequity is rare as in the multiple-village panchayat administrative duties are rarely undertaken.

104. Another result of the combination of a number of villages under one panchayat is that the elected members are swamped by the *ex-officio* members. This has been a marked feature of the panchayats in the Narsinghpur district of the Central Provinces and the Daryapur taluq of the Berar. The result may be beneficial more often than the reverse as the headman of the village is its natural leader, and the authority which he derives from his office reinforces his position as a member of the panchayat. But it nullifies the elective principle on which the panchayat system is based. This system would still further weakened if the suggestion were accepted that the authority of a bench court which has own confidence should be extended to neighbouring villages. Such an evolution appears bound to come as already where a panchayat has proved its capacity and fareness, residents of villages excluded from its ambit are heard to declare that they would willingly submit their cases for its decision. But as yet the Act contains no provision by which for such cases the panchayats could even co-opt members *ad hoc* from the village concerned.

As regards literacy, the rules framed under the Act do not require that a single member shall be literate. Prior to elections the villages are usually advised to elect members who are competent to record the proceedings of the panchayat, and in actual practice panchayats are so composed that they do not have to seek outside assistance for the performance of their ordinary duties. The training thus afforded is valuable.

105. In four districts of the Central Provinces no panchayats have been formed. Three of the four districts lie in the Maratha country, a somewhat remarkable fact in face of the development that has been achieved in the neighbouring Maratha country of Berar.

In one of the districts, Nagpur, there has not even been an application for establishment of a panchayat.

106. The share taken by district councils in the establishment of panchayats, and the supervision and assistance given by them, also vary greatly. In establishing panchayats district councils sometimes take the initiative, but their interest may be theoretical rather than practical as in the case of one district council which forwarded 50 applications for establishment to the Deputy Commissioner for enquiry without itself taking any action with regard to them. Few district councils have made grants to panchayats and from more than one district come complaints that the district council has hampered the administration of panchayats by inordinate delay in dealing with their budget and taxation proposals. As against this, their stands to the credit of one district council the advance of a loan to a panchayat to enable it to carry on until it could start the machinery of taxation and put itself in funds. It was found in some districts when enquiry for the information on which this memorandum has been compiled was made that some of the district councils were not exercising their statutory powers of control at all and that the *liaison* which the Act postulates between them and the panchayats did not exist. One district council was even reported to have discouraged the formation of panchayats. These are unavoidable incidents of a new scheme, which the appointment of a special officer should speedily eliminate. Where the panchayats have not undertaken administrative work the district council has no interest.

107. Considerable progress has been made in the replacement of village sanitation panchayats by village panchayats. Altogether 20 sanitation panchayats out of a total of 104 have been thus converted and the bulk of the taxation levied by village panchayats is accounted for by these panchayats. Many sanitation panchayats however have resisted conversion, and recently a new sanitation panchayat was created in a village of over 3,000 residents in the Bilaspur district. The residents were invited to apply for a village panchayat instead of a sanitation panchayat but flatly refused, and the district council which was then consulted recommended that the village should be permitted to have a sanitation panchayat as conditions were unfavourable for the establishment of a village

panchayat. The objection often raised to a village panchayat is that public opinion is insufficiently developed to guarantee impartiality on the part of the administrators or judges, the rank and file particularly fearing domination by powerful members.

108. Another objection to the establishment of panchayats is one common to all representative institutions, that minority classes of the community may find their interests sacrificed. The objection found place in a dissenting minute by a member of the depressed classes on the village panchayat committee, who pointed out that on 43 of the 59 panchayats then in existence the depressed classes were unrepresented. The latest statistics show that out of a total number of 1,336 panchas, 48 or about $3\frac{1}{2}$ per cent are members of the depressed classes. Government has no power of nomination to redress the balance as it has in respect of other local self-governing institutions.

109. Four panchayats only have been disestablished, and one panchayat has been deprived of judicial and magisterial powers. Secessions of one of the villages in a multiple village panchayat are extremely rare. There has as yet been insufficient time for the experiment to have a fair trial and it cannot be inferred that all the panchayats which retain their full powers are working successfully. In four villages panchayats have never actually functioned after establishment owing to apathy or to the hostility of a section of the population.

110. As regards the administrative functions of the panchayats an analysis of their expenditure shows that 59 per cent goes on conservancy, 8 per cent only on water-supply, 12 per cent on roads and buildings and 21 per cent on other objects. Their activities are almost entirely confined to simple sanitary arrangements, construction and improvement of wells, fair weather repairs to roads and paths, and the management of fairs and markets. So far there is no evidence that they have branched out into other activities such as the development of agriculture or co-operative credit, or have formed links between the village and the nation-building departments of Government. Nor have district councils or local boards entrusted any of their works to panchayats for execution.

111. With regard to their criminal work the following statistics are extracted from the administration reports of the judicial department :—

Year.	Number of			Result.		
	Benches.	Cases tried.	Persons involved.	Convicted.	Discharged or acquitted.	Referred
1925 ...	1	24	...	10	14	...
1926 ...	71	723	1,136	356	694	2
1927 ...	113	1,156	1,852	507	1,192	2

112. Only one district reports reluctance to submit complaints to the decision of these benches, and the volume of work alone shows that a good start has been made and that these benches make a definite contribution to the disposal of the criminal case work of the province.

APPENDICES

APPENDIX

[Referred to in Part I,

Statement showing the income of the Municipal Committees in the and

Serial No.	Municipality.	Octroi.			Terminal tax.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur	2,30,107	3,63,772	...	...	...	6,24,434
2	Ramtek	11,433	11,868	12,162	...	...	...
3	Khapa	7,148	9,660	12,325	...	...	...
4	Kalmeshwar	...	...	...	...	...	...
5	Umrer	16,783	16,909	26,255	...	...	...
6	Mowar	...	...	...	...	...	...
7	Saoner	...	...	...	...	...	...
8	Katol	...	...	...	...	...	...
9	Bhandara	13,757	18,921	33,430	...	...	...
10	Tumsar	...	...	...	...	...	...
11	Paoni	...	...	...	...	...	...
12	Gondia	...	...	...	...	...	33,785
13	Chanda	26,729	41,712	51,057	...	...	...
14	Warora	14,497	23,659	16,603	...	...	...
15	Wardha	...	...	...	...	64,202	59,032
16	Arvi	13,823	19,376	21,232	...	...	...
17	Deoli	...	...	...	...	...	...
18	Hinganghat	25,800	56,415	2,426	...	...	33,091
19	Pulgaon	...	...	...	...	...	...
20	Balaghat	...	...	...	...	...	8,675
	Total Nagpur Division	3,60,077	5,62,322	1,75,490	...	64,202	7,59,017
21	Jubbulpore	1,53,679	2,12,809	2,35,460	...	...	...
22	Sehore	...	...	...	...	...	...
23	Murwara	...	...	...	...	16,615	25,928
24	Saugor	63,621	83,478	1,03,345	...	...	...
25	Deori	...	...	...	...	...	...
26	Etawa	...	...	...	...	...	...
27	Khurai	...	...	...	...	...	11,379
28	Damoh	...	...	...	...	19,172	46,687
29	Seoni	27,225	28,607	42,048	...	...	...
30	Mandla	...	...	...	...	2,818	10,124
	Total Jubbulpore Division.	2,14,525	3,24,894	3,80,853	...	38,605	94,118

I.

paragraph 20.]

*Central Provinces and Berar for the years 1910-11, 1920-21
1926-27.*

Tolls.			Water-rate and conveyance.			Pilgrim tax.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	...	...	99,115	2,46,016	3,42,562	...	...	...
...	...	...	2,903	2,536	3,987	...	...	3,411
...	...	...	431	1,371	1,321	...	...	...
...	...	...	780	732	1,237	...	...	...
...	...	...	5,063	4,001	4,875	...	...	...
...	...	...	403	608	666	...	...	...
...	...	...	646	1,575	1,820	...	...	...
...	...	...	...	1,683	3,098	...	...	...
...	...	...	11,830	19,909	23,180	...	...	...
...	...	...	480	422	918	...	...	...
...	...	...	916	1,917	1,427	...	...	...
...	3,691	...	...	2,447	6,617	...	...	...
80	...	...	5,834	7,678	8,038	...	...	...
2,186	...	996	2,496	2,648	2,162	...	...	...
...	...	...	15,859	24,906	32,252	...	...	...
...	...	...	2,105	10,446	21,628	...	...	...
...	...	...	788	1,114	1,223	...	...	...
1,137	865	404	12,420	21,601	33,887	...	...	...
1,471	2,365	3,951	1,433	2,300	3,294	...	...	...
...	...	...	1,426	2,008	3,174	...	...	...
4,874	6,921	5,151	1,65,008	3,55,018	4,98,296	...	...	3,411
6,824	7,011	9,532	71,106	1,13,098	1,34,208	...	...	...
...	...	...	316	234	1,021	...	...	...
...	...	...	1,385	1,758	4,260	...	...	...
...	...	...	4,923	11,838	15,936	...	...	...
...
...
...
...	...	...	2,316	11,810	9,491	...	...	...
...	...	341	9,319	13,832	18,091	...	...	...
7,350	3,779	5,109	1,804	2,618	2,437	...	...	...
14,174	10,800	14,982	91,209	1,55,188	1,85,534	...	...	...

APPENDIX

[Referred to in Part I,

Statement showing the income of the Municipal Committees in the and

Serial No.	Municipality.	Other taxation.			Grants from Government, etc.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	18	19	20	21	22	23
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur ...	13,905	57,601	29,369	2,20,553	78,881	49,914
2	Ramtek ...	750	1,035	1,010	1,800	3,083	4,622
3	Khapa ...	76	123	41	650	1,432	3,517
4	Kalmeshwar ..	2,875	3,784	4,215	1,200	2,778	4,471
5	Umer ...	279	1,186	217	2,000	3,863	6,020
6	Mowar ...	3,941	4,528	5,717	640	1,441	2,963
7	Saoner ...	3,782	11,014	12,175	2,711	1,564	3,093
8	Katol ...	...	13,064	17,000	...	2,134	4,309
9	Bhandara ..	638	1,920	1,346	3,000	5,701	5,338
10	Tumsar ...	3,910	5,917	9,855	150	2,465	2,959
11	Paoni ...	3,793	4,494	7,122	1,350	3,532	4,707
12	Gondia ...	...	4,600	8,032	...	10,790	3,594
13	Chanda ..	1,106	5,065	9,766	...	5,773	6,695
14	Warora ..	510	1,566	3,743	1,537	1,777	3,255
15	Wardha ...	20,764	5,193	5,799	..	3,324	9,102
16	Arvi ...	991	13,156	20,990	550	3,249	7,410
17	Deoli ...	5,018	7,856	7,011	500	8,598	4,429
18	Hinganghat	165	3,596	1,004	1,799	11,561	14,646
19	Pulgaon ..	2,178	8,877	9,494	15	3,464	4,718
20	Balaghat ...	3,965	5,503	7,145	2,025	8,733	2,992
	Total Nagpur Division	68,638	1,40,108	1,61,651	2,40,280	1,63,143	1,48,754
21	Jubbulpore ..	1,544	4,312	5,156	404	21,791	23,653
22	Sehara ..	1,556	2,346	3,175	450	1,831	4,069
23	Murwara ..	5,199	4,478	9,327	1,299	4,167	21,634
24	Sangor ...	1,026	7,462	7,594	...	8,146	14,839
25	Deori ...	1,825	2,223	3,217	740	1,542	2,339
26	Etawa ...	...	...	3,353	...	...	4,005
27	Kburai ..	1,795	14,130	12,821	457	3,471	3,515
28	Damoh ..	15,783	16,819	16,732	4,523	5,250	30,984
29	Seoni ...	298	2,068	2,794	1,250	2,993	4,087
30	Mandla ...	3,724	4,572	4,976	500	4,159	9,452
	Total Jubbulpore Division.	32,750	58,440	69,145	10,023	53,350	1,18,577

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paragraph 20.]

*Central Provinces and Berar for the years 1910-11, 1920-21
1926-27—contd.*

Other receipts.			Total income.		
1911.	1921.	1927.	1911.	1921.	1927.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1,12,267	2,64,382	5,64,294	6,75,717	10,10,652	16,10,573
2,519	3,207	4,315	19,405	20,729	29,507
1,810	3,280	2,720	14,125	15,866	19,924
1,393	2,170	2,406	6,218	9,464	12,329
5,072	8,517	11,581	29,189	31,476	48,948
1,829	3,350	3,958	6,813	9,927	13,304
2,535	5,552	9,173	9,674	19,705	26,261
...	4,465	32,016	...	21,346	57,333
5,132	8,766	12,247	34,357	55,217	76,141
2,182	5,872	9,085	6,722	14,706	22,847
1,303	2,769	3,504	7,362	11,812	16,760
...	14,653	10,479	...	36,191	62,507
10,733	21,622	28,603	44,482	81,850	1,04,159
8,590	24,127	18,779	29,816	53,777	45,538
16,652	37,732	23,347	53,275	1,35,357	1,29,532
10,840	25,970	34,353	28,300	72,197	1,05,613
1,852	4,306	4,803	8,158	21,964	17,466
20,267	48,994	45,297	61,588	1,42,462	1,30,755
4,038	8,002	9,794	9,205	25,068	31,251
1,628	1,802	3,722	9,044	18,946	25,708
2,10,702	4,99,098	8,34,476	10,49,579	18,10,812	25,86,446
58,679	92,171	1,81,434	2,92,636	4,51,203	5,89,533
3,907	5,104	12,925	6,269	9,515	21,190
8,969	20,122	29,102	16,852	47,140	90,251
15,914	32,060	27,853	85,484	1,42,984	1,69,567
964	1,773	1,652	3,529	5,538	7,208
...	5,969	...	...	...	13,327
12,887	6,347	8,049	15,139	23,948	35,764
10,224	24,633	20,853	32,846	77,714	1,24,747
5,092	11,038	12,948	13,184	58,538	80,309
5,000	6,379	7,807	18,378	24,325	39,905
1,21,636	1,99,627	3,08,592	5,14,317	8,40,904	11,71,801

APPENDIX

[Referred to in Part I,

Statement showing the income of the Municipal Committees in the and

Serial No.	Municipality.	Octroi.			Terminal tax.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
31	Hoshangabad ..	17,601	22,653	24,556	..	...	...
32	Harda ..	21,213	...	...	...	26,457	41,282
33	Seoni-Malwa ..	7,182	6,839	7,045	...	...	...
34	Sobagpur ..	...	...	...	...	...	...
35	Pachmarhi ..	593	1,516	7,073	...	..	...
36	Badnur ..	...	...	...	...	..	...
37	Betul ..	...	...	...	...	5,923	8,011
38	Chhindwara ..	15,025	19,327	30,472	...	...	...
39	Pandhurna ..	...	...	...	...	..	...
40	Sausar ..	...	...	...	...	...	...
41	Narsinghpur ..	9,276	..	..	...	4,378	10,591
42	Gadarwara ..	13,044	..	...	..	11,137	23,896
43	Chhindwara ..	...	...	...	...	...	3,789
44	Khandwa ..	64,654	59,391	...	..	..	78,815
45	Burhanpur ..	48,120	73,014	1,25,514	...	...	...
	Total Nerbudda Division.	1,96,708	1,82,740	1,94,660	...	47,895	1,66,384
46	Raipur ..	52,766	66,162	1,34,092	...	...	...
47	Dhamtari ..	..	..	..	...	3,238	29,356
48	Bilaspur ..	27,804	44,807	58,666	..	...	...
49	Drug ..	...	..	..	..	6,847	25,690
	Total Chhattisgarh Division	80,570	1,11,069	1,91,758	...	10,085	55,046
	Total Central Provinces,	8,81,880	11,81,025	9,43,761	..	1,60,787	10,74,565

I.

paragraph 20.]

*Central Provinces and Berar for the years 1910-11, 1920-21
1926-27.—contd.*

Tolls.			Water-rate and conservancy.			Pilgrim tax.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	2,854	4,762	6,608	...	...	...
...	5,571	10,792	17,210	...	...	...
...	976	1,231	1,948	...	...	...
...	1,019	...	1,443	...	...	...
...	584	1,022	1,938	...	...	...
...	965	...	...	...	...	...
...	2,315	3,165	...	...	...
...	2,458	5,351	6,464	...	...	...
...	736	654	1,586	...	...	...
...	276	516	1,385	...	...	...
...	1,873	1,090	2,823	...	...	...
...	1,151	1,622	2,403	...	...	...
...	412	499	660	...	...	...
...	11,718	25,069	40,328	...	...	...
...	10,833	18,333	26,781	...	...	...
...	41,424	74,156	1,14,742	...	...	...
...	21,744	35,996	61,235	...	...	...
...	1,676	5,985	...	...	...
...	3,966	6,772	9,828	...	...	...
...	3,730	4,958	...	...	...
...	25,710	48,174	82,006	...	...	...
19,048	17,721	20,383	3,23,351	6,32,536	8,80,578	...	...	3,411

APPENDIX

[Referred to in Part I]

Statement showing the income of the Municipal Committees in the and

Serial No.	Municipality.	Other Taxation.			Grants from Government, etc.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	18	19	20	21	22	23
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
31	Hoshangabad ...	180	888	998	10,711	2,086	4,077
32	Harda ...	...	456	2,746	1,500	5,258	9,097
33	Seoni-Malwa ...	501	2,405	2,939	4,000	2,007	2,165
34	Sohagpur ...	4,120	...	4,148	1,625	...	4,457
35	Pachmarhi ..	...	76	39	7,000	11,000	11,050
36	Badnur ...	4,791	...	...	2,536	...	...
37	Betul ...	...	6,158	8,882	..	2,726	7,118
3	Chhindwara ...	18	2,923	7,112	3,212	3,209	2,039
39	Pandhurna ..	3,202	3,563	5,313	500	1,074	3,738
40	Sausar ..	1,689	2,798	4,268	...	1,841	3,346
41	Narsinghpur ...	...	4,156	4,547	1,800	1,992	2,857
42	Gadarwara ..	...	...	54	1,892	3,427	6,704
43	Chhindwara ...	2,711	4,278	3,317	125	1,567	3,532
44	Khandwa ...	1 155	10,075	2,065	11,500	76,690	33,7 62
45	Burhanpur ...	686	300	12,066	1,050	13,721	21,650
	Total Nerbudda Division.	19,053	38,076	58,494	47,451	1,26,598	1,15,592
46	Raipur ...	13,029	12,768	18,991	3,198	10,311	15,025
47	Dhamtari ..	7,072	6,005	5,761	500	1,808	1,425
48	Bilaspur ...	..	1,440	10,334	2,500	5,115	14,041
49	Drug ...	...	8,723	6,129	...	1,251	5,057
	Total Chhattisgarh Division.	20,101	28,957	41,215	6,198	18,485	35,548
	Total Central Provinces.	1,40,542	2,85,561	3,30,505	3 03,952	3,61,576	4 18,471

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paragraph 20.]

*Central Provinces and Berar for the years 1910-11, 1920-21
1926-27—contd.*

Other receipts.			Total income.		
1911.	1921.	1927.	1911.	1921.	1927.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
4,050	10,586	8,017	35,396	40,975	44,256
17,818	32,395	39,441	46,102	75,358	1,09,776
2,883	9,348	6,700	15,542	21,830	20,797
2,104	...	4,264	8,868	...	33,197
8,417	8,901	16,395	16,594	22,515	17,610
2,836	...	...	11,128	...	...
...	7,098	6,863	...	24,220	34,039
4,081	19,097	5,656	24,794	49,907	51,743
1,158	3,439	5,137	5,596	8,731	15,774
407	1,298	2,123	2,370	6,453	11,122
2,411	12,851	3,478	15,360	25,366	24,296
2,438	7,916	5,586	18,525	24,102	38,643
1,324	3,984	2,905	4,572	10,328	14,203
25,320	35,875	65,426	1,14,347	2,07,100	2,20,396
7,659	24,786	37,053	68,348	1,30,154	2,23,064
82,906	1,77,574	2,09,044	3,87,542	6,47,039	8,58,916
31,562	51,725	75,575	1,22,299	1,76,962	3,04,918
3,426	4,070	8,897	10,998	16,798	51,424
13,435	25,751	27,993	47,705	29,271	59,796
...	8,720	17,962	...	83,985	1,20,862
48,423	90,266	1,30,427	1,81,002	3,07,016	5,37,000
4,63,667	9,66,565	14,82,589	21,32,440	36,05,771	51,54,163

APPENDIX

[Referred to in Part I

Statement showing the income of the Municipal Committees and

Serial No.	Municipality.	Octroi.			Terminal tax.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
50	Amraoti Town ...	...	...	...	...	98,911	2,33,619
51	Amraoti Camp ..	...	...	...	...	...	1
52	Ellichpur City ...	...	...	...	...	...	57,125
53	Ellichpur Civil Station.	...	...	...	...	...	8,811
54	Akola ...	...	...	...	...	...	...
55	Akot ..	...	...	...	...	...	...
56	Karanja ..	...	...	...	...	...	...
57	Basim ...	...	...	...	...	...	...
58	Murtisapur ...	...	...	...	...	...	...
59	Buldana ...	...	...	...	...	...	...
60	Khamgaon ...	...	...	...	...	...	10,487
61	Shegaon ...	...	...	...	...	...	15,065
62	Malkapur ...	...	...	...	...	...	41,083
63	Jalgaon* ...	...	...	...	...	...	...
64	Yeotmal ...	...	...	...	...	...	29,539
65	Wun ..	...	...	...	...	...	...
66	Digras ...	...	...	...	...	...	...
	Total Berar ...	...	...	...	...	98,911	3,95,730
	Total Central Provinces.	8,81,880	11,81,025	9,43,761	...	2,59,698	14,70,295

*Did not function

I.

paragraph 20.]

in the Central Provinces and Berar for the years 1910-11, 1920-21-1926-27—contd

Tolls.			Water-rate and conservancy.			Pilgrim tax.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
12,996	5,133	...	25,742	29,602	25,764	..	...	...
...	...	...	2,960	5,031	7,290	..	...	...
...	...	...	3,446	7,900	8,854	...	...	...
...	...	...	1,401	2,997	3,190	..	...	...
10,664	20,623	17,022	6,492	12,065	32,604	...	...	...
...	..	...	2,210	3,168	6,388	...	..	...
...	...	...	2,114	3,490	4,028	...	...	...
...	...	...	4,354	4,008	5,555	..	...	...
...	..	...	...	1,909	3,991	...	...	...
...	...	...	3,466	6,979	11,792	..	...	...
...	...	..	1,868	7,888	11,778	...	...	...
...	...	..	783	3,136	4,386	...	...	..
...	...	...	6,221	4,438	6,689	...	...	..
...
...	...	...	1,447	5,954	10,646	...	...	...
...	...	...	...	...	2,072	...	..	...
...	..	...	...	...	2,012	...	...	...
23,660	25,756	17,022	62,544	98,560	1,47,040	...	...	...
42,708	34,477	37,355	3,85,895	7,31,096	10,27,618	...	...	3,411

during 1926-27:

APPENDIX

[Referred to in Part I

Statement showing the income of the Municipal Committees in the and

Serial No.	Municipality.	Other taxation.			Grant from Government, etc		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	18	19	20	21	22	23
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
50	Amraoti Town ...	18,280	6,103	...	4,875	12,035	64,458
51	Amraoti Camp ...	4,037	5,018	8,819	4,000	16,294	22,722
52	Ellichpur City ...	12,101	9,943	7,993	1,712	4,980	12,380
53	Ellichpur Cil Sivtation	9,504	12,981	2,770	2,106	6,993	6,923
54	Akola ...	38,425	54,568	62,547	7,973	17,426	24,903
55	Akot ...	10,193	15,050	21,768	2,065	3,559	3,462
56	Karanja ...	10,367	15,009	17,710	1,615	3,232	12,570
57	Basim ...	7,699	11,503	17,751	4,225	5,808	12,046
58	Murtizapur ...	...	9,851	17,618	...	1,327	4,946
59	Buldana ...	2,933	4,031	6,300	4,962	10,875	39,579
60	Khamgaon ...	15,864	29,037	29,996	2,009	6,523	15,396
61	Shegaon ...	10,544	19,896	14,136	1,091	3,387	1,55,223
62	Malkapur ...	5,193	9,790	10,281	488	3,606	19,068
63	Jalgaon* ...	...	...	...	...	...	...
64	Yeotmal ...	11,272	21,111	21,135	6,428	7,219	21,482
65	Wun ...	...	...	9,322	...	...	9,510
66	Digras ...	...	...	13,003	...	...	12,412
	(Total Berar ...	1,56,412	2,25,891	2,61,149	43,549	1,03,264	4,37,110
	Total Central Province and Berar.	2,96,954	5,11,452	5,91,654	3,47,501	4,64,840	8,55,581

*Did not function

L

paragraph 20.]

*Central Provinces and Berar for the years 1910-11, 1920-21
1926-27—concl'd.*

Other receipts.			Total income.		
1911.	1921.	1927.	1911.	1921.	1927.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
10,489	29,367	41,714	72,382	1,81,151	3,65,555
3,814	4,566	6,254	14,811	30,509	45,086
6,255	9,547	8,341	23,514	32,370	94,693
4,761	11,760	22,332	17,772	34,726	44,026
21,018	58,201	54,286	84,572	1,62,883	1,91,362
3,896	8,868	5,852	18,364	30,645	37,470
6,438	8,832	11,488	20,534	32,563	45,796
5,196	10,357	12,183	21,474	31,676	47,535
...	7,087	4,360	...	20,174	30,916
3,725	4,198	2,562	15,086	26,083	60,233
18,893	31,087	39,853	38,634	74,535	1,07,510
5,540	12,682	10,860	17,958	39,101	1,99,670
4,990	6,827	8,240	16,932	24,661	85,361
...
7,075	20,919	32,733	26,222	55,203	1,15,535
...	...	8,393	...	...	29,297
...	...	13,345	...	...	40,802
1,02,090	2,24,298	2,82,796	3,88,255	7,76,680	15,40,847
5,65,757	11,90,863	17,65,325	25,20,695	43,82,451	66,95,010

during 1926-27,

APPENDIX

[Referred to in

*Statement showing the expenditure of the Municipal Committees
1920-21 and*

Serial No.	Municipality.	General administration.			Collection of taxes.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur	15,286	31,336	48,014	35,775	60,355	80,597
2	Ramtek	868	942	2,060	2,429	3,281	8,205
3	Khapa	415	851	1,738	1,719	2,955	3,649
4	Kalmeshwar	430	549	459	396	348	453
5	Umter	1,987	2,065	2,811	3,069	3,912	4,841
6	Mowar	464	687	971	297	475	736
7	Saoner	601	1,066	843	442	840	1,042
8	Katol	...	2,656	3,151	...	661	1,659
9	Bhandara	2,375	3,865	3,812	3,561	4,599	6,743
10	Tumsar	496	1,175	4,315	1,286	1,101	643
11	Paoni	341	438	813	293	309	504
12	Gondia	...	2,890	3,864	...	1,937	1,560
13	Chanda	4,844	7,536	6,236	4,988	10,253	10,266
14	Warora	1,837	5,060	4,542	4,503	6,033	5,806
15	Wardha	4,181	9,536	8,599	2,247	2,612	3,301
16	Arvi	1,481	4,176	5,193	2,693	5,198	6,026
17	Deoli	832	1,781	1,545	263	367	359
18	Hinganghat	3,465	9,015	9,421	4,089	8,960	4,937
19	Pulgaon	1,592	3,676	3,808	1,128	...	1,923
20	Balaghat	648	901	1,728	273	550	1,465
	Total Nagpur Division	42,143	92,201	1,13,926	69,486	1,14,747	1,14,625
21	Jubbulpore	10,445	31,229	24,420	16,972	29,393	33,049
22	Sehore	837	1,624	1,817	96	...	109
23	Murwara	884	4,576	2,841	120	994	2,656
24	Saugor	5,152	8,173	7,452	6,442	8,805	10,959
25	Deori	484	549	790	72	122	133
26	Khurai	584	2,172	2,504	491	1,358	1,453
27	Etawah	...	...	1,280	...	...	32
28	Damoh	1,230	6,629	4,959	692	775	1,005
29	Seoni	2,813	5,255	5,424	3,928	5,858	6,433
30	Mandla	1,783	3,418	4,655	267	355	541
	Total Jubbulpore Division.	21,212	63,425	56,142	29,080	47,570	55,460

II.

Part I, paragraph 20.]

in the Central Provinces and Berar for the years 1910-11, 1926-27.

Collection of tolls.			Survey of land.			Re funds.			Pensions, gratuities, annuities and Provident Fund.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17	18	19	20
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rt.	Rs.	Rs.
...	320	4,432	84,417	2,517	26,548	22,918
...	1	1	...	229	174	244
...	94	140	343
...	513	664
...	219	195	201	...	1	...	231	1,263	2,054
...	252	108
...	245	...	...	...	...	...	916	2,410
...	80	52	...	224	164
...	2,231	...	...	...	...	2	...	43	464	1,648	3,254
...	72	2	...	7	...	639	264
...	24	2	...	...	...	678	135
...	1,400	...	...	...	...	...	...	2	...	1,107	...
7	...	17	...	...	...	...	4,531	25	584	2,114	742
...	372	2,413	...
...	17	1,682	236	143	...	213	549	2,651	3,848
...	38	...	1,951	52
...	611	514
...	182	...	4	...	130	1,352	...	4,910	...
...	1,509	...	...	...	...	...	8	73	...	768	...
...	1	...	20	198	125	...	464	101
7	5,140	17	418	2,123	537	490	9,381	86,347	5,040	50,284	37,815
...	31	59	111	2,567	4,783	7,129
...	149	...	...	...	...	44	263	191
...	19	3	...	1,131	...
...	170	...	...	921	3,298	3,685
...	74	...	...	...	...	...	306	...
...	32	7	320	399	470
...
...	69	...	...	...	70	18	413	1,458	1,641
...	601	1,279	3,661
612	432	931	...	...	105	1,407	1,706	...	110	728	499
612	432	931	69	223	105	1,608	1,886	139	4,976	13,645	17,276

II.

Part I, paragraph 20.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27.*

Collection of tolls.			Survey of land.			Re funds.			Pensions, gratuities, annuities and Provident Fund.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17	18	19	20
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rt.	Rs.	Rs.
...	320	4,432	84,417	2,517	26,548	22,918
...	1	1	...	249	174	241
...	94	140	343
...	513	664
...	219	195	201	...	1	...	231	1,263	2,054
...	252	108
...	245	...	...	...	...	...	916	2,410
...	80	52	...	224	164
...	2,231	...	...	...	...	2	...	43	464	1,648	3,254
...	72	2	...	7	...	639	264
...	24	2	...	...	...	678	135
...	1,400	...	...	...	...	...	...	2	...	1,107	...
7	...	17	...	...	...	...	4,531	25	584	2,114	742
...	372	2,413	...
...	17	1,682	236	143	...	213	549	2,651	3,848
...	38	...	1,951	52
...	611	514
...	182	...	4	...	130	1,352	...	4,910	...
...	1,509	...	...	...	...	...	8	73	...	768	...
...	1	...	20	198	125	...	464	101
7	5,140	17	418	2,123	537	490	9,381	86,347	5,040	50,284	37,815
...	31	59	111	2,567	4,783	7,129
...	149	...	...	...	...	44	263	191
...	19	3	...	1,131	...
...	170	...	...	921	3,298	3,685
...	74	...	...	...	...	...	306	...
...	32	7	320	399	470
...
...	69	...	...	...	70	18	413	1,458	1,641
...	601	1,279	3,661
612	432	931	...	...	105	1,407	1,706	...	110	728	499
612	432	931	69	223	105	1,608	1,886	139	4,976	13,645	17,276

APPENDIX

[Referred to in

*Statement showing the expenditure of the Municipal Committees
1920-21 and*

Serial No.	Municipality.	Public safety.		
		1911.	1921.	1927.
1	2	21	22	23
		Rs.	Rs.	Rs.
1	Nagpur	25,011	53,777	93,726
2	Ramtek	517	884	1,821
3	Khapa	161	552	1,173
4	Kalmeshwar	129	174	314
5	Umror	941	1,307	1,823
6	Mowar	78	266	794
7	Saoner	130	707	1,389
8	Katol	...	975	2,158
9	Bhandara	723	1,434	1,602
10	Tumsar	343	732	1,520
11	Paoni	174	173	28
12	Gondia	...	1,458	4,159
13	Chanda	3,585	6,042	9,832
14	Warora	1,239	2,440	3,051
15	Wardha	1,409	3,137	9,08
16	Arvi	1,686	1,877	2,804
17	Deoli	323	721	359
18	Hinganghat	2,136	4,728	5,675
19	Pulgaon	405	1,195	2,086
20	Balaghat	754	1,174	1,653
	Total Nagpur Division	39,744	83,753	1,45,047
21	Jubbulpore	9,573	25,423	21,991
22	Sehora	364	321	1,469
23	Murwara	636	1,750	5,362
24	Saugor	2,663	5,336	7,335
25	Deori	11	9	9
26	Khurai	665	1,333	1,838
27	Etawah	..	...	940
28	Damoh	621	2,264	6,301
29	Seoni	997	2,573	3,162
30	Mandla	350	552	2,412
	Total Jubbulpore Division	15,880	39,561	50,819

H.

Part I, paragraph 20.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

Public health and convenience.			Public Instruction.		
1911.	1921.	1927.	1911.	1921.	1927.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
7,10,607	7,28,801	13,86,105	13,341	70,773	1,05,952
7,154	7,840	12,901	3,258	5,858	8,172
3,484	7,241	10,860	1,436	3,243	5,659
2,155	2,831	3,917	2,948	4,580	5,152
10,186	18,013	25,859	5,227	8,302	14,580
3,915	4,870	6,407	1,105	3,199	5,331
2,031	9,136	7,303	3,795	6,613	15,597
"	13,881	20,084	...	3,832	15,417
19,692	29,526	43,903	6,231	11,687	15,579
5,329	5,962	7,848	1,622	6,318	7,214
2,941	3,651	5,528	3,023	6,929	8,576
...	18,398	28,761	...	7,230	12,315
21,615	37,368	47,209	4,633	11,661	17,695
18,465	24,945	22,059	4,556	10,781	17,510
52,857	1,00,023	87,101	4,990	11,393	22,441
22,624	27,524	43,825	5,305	10,241	22,123
4,288	8,394	5,301	1,690	5,487	9,316
33,168	88,505	71,129	9,035	30,510	38,108
4,059	8,340	14,346	476	5,860	12,983
6,067	6,882	14,147	1,690	4,057	7,553
9,28,637	11,52,135	18,64,023	74,403	2,31,583	3,69,606
2,93,366	2,92,898	3,64,179	15,805	6,166	61,332
3,335	3,560	6,585	1,333	3,161	9,217
10,474	26,429	41,790	4,695	13,630	32,354
44,759	89,678	69,193	12,669	20,965	35,312
1,694	7,349	2,466	1,215	3,122	3,984
8,116	16,574	16,893	4,641	11,763	13,148
"	...	5,010	...	...	4,852
15,667	41,281	61,436	12,463	10,610	16,920
43,150	38,659	35,314	4,242	8,519	9,361
6,980	11,144	26,345	2,712	4,696	7,446
4,27,841	5,23,572	6,32,501	60,375	1,41,152	1,93,926

APPENDIX

[Referred to in

Statement showing the expenditure of the Municipal Committees
1920-21 and

Serial No.	Municipality.	Other expenditure.		
		1911.	1921.	1927.
1	1	30	31	32
		Rs.	Rs.	Rs.
1	Nagpur	32,826	96,967	1,04,644
2	Ramtek	456	990	729
3	Khapa	279	967	1,062
4	Kalmeshwar	129	165	176
5	Umrer	4,057	952	1,719
6	Mowar	203	236	149
7	Saoner	279	220	275
8	Katol	...	3,179	3,848
9	Bhandara	1,840	1,652	1,240
10	Tumsar	209	300	867
11	Paoni	637	526	893
12	Gondia	...	1,347	2,058
13	Chanda	1,864	2,015	1,503
14	Warora	564	1,281	603
15	Wardha	4,409	4,431	4,455
16	Arvi	1,557	6,805	5,942
17	Deoli	188	615	352
18	Hinganghat	2,026	936	905
19	Bulgaon	632	557	444
20	Balaghat	399	540	686
	Total Nagpur Division	52,559	1,25,101	1,32,550
21	Jubbulpore	36,018	57,461	58,282
22	Sehora	71	362	1,056
23	Murwara	142	5,394	4,483
24	Sangor	10,982	19,982	23,564
25	Deori	67	134	65
26	Khurai	427	864	651
27	Etawah	...	...	68
28	Damoh	358	8,524	9,457
29	Seoni	1,582	2,195	980
30	Mandla	215	693	1,531
	Total Jubbulpore Division	49,862	95,609	1,00,137

II.

Part I, paragraph 20.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

Total expenditure.			
1911.	1921.	1927.	
33	34	35	
Rs.	Rs.	Rs.	
8,35,683	10,74,989	19,26,283	Nagpur.
14,912	19,970	33,535	Ramtek.
7,618	16,250	24,484	Khapa.
6,187	9,160	11,335	Kalmeshwar.
25,917	36,011	53,887	Umrer.
6,067	9,985	14,496	Mowar.
7,278	19,743	28,859	Saoner.
..	25,191	46,533	Katol.
34,889	56,642	76,176	Bhandara.
7,287	16,227	22,750	Tamsar.
7,411	12,704	16,531	Paoni.
..	35,767	58,749	Gondia.
42,180	84,520	93,525	Chanda.
31,576	52,953	53,671	Warora.
70,801	1,35,464	1,39,278	Wardha.
35,346	57,772	88,002	Arvi.
7,589	17,996	17,746	Deoli.
54,101	1,47,724	1,31,534	Hinganghat.
8,292	22,313	35,663	Pulgaon.
9,851	14,767	27,458	Balaghat.
12,12,915	18,66,448	28,94,492	Total Nagpur Division.
3,84,777	5,05,842	5,69,793	Jubbulpore.
6,080	9,140	20,534	Sehora.
16,959	53,723	89,489	Murwara.
84,059	1,56,237	1,57,500	Saugor.
3,542	7,665	7,447	Deori.
15,244	34,495	12,982	Khurai.
...	...	36,964	Etawah.
31,813	71,611	1,04,727	Damoh.
57,613	64,338	61,335	Seoni.
14,436	23,724	44,465	Mandla.
6,14,515	9,27,075	11,07,436	Total Jubbulpore Division.

APPENDIX

[Referred to in

Statement showing the expenditure of the Municipal Committees

1920-21 and

Serial No.	Municipality.	General administration.			Collection of taxes.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
31	Hoshangabad	2,092	4,418	3,495	2,919	4,696	6,282
32	Harda	2,632	3,873	4,582	5,696	1,158	3,692
33	Seoni-Malwa	907	1,180	1,218	1,381	2,161	2,378
34	Sohagpur	655	---	911	220	---	593
35	Pachmarhi	1,197	1,221	1,763	---	---	6,745
36	Badner	1,124	---	---	---	---	---
37	Betul	---	3,313	3,907	---	287	401
38	Chhindwara	2,213	3,916	3,870	2,185	5,419	5,393
39	Pandhurna	373	816	812	289	382	538
40	Sausar	323	453	540	84	210	316
41	Narsinghpur	1,053	2,757	1,105	2,101	804	1,374
42	Gadarwara	632	1,215	2,011	1,650	700	1,341
43	Chhindwara	356	1,576	816	307	474	981
44	Khandwa	3,524	7,966	15,187	6,413	9,613	8,371
45	Burhanpur	3,600	6,809	14,020	5,585	12,312	13,099
	Total Nerbudda Division.	20,701	32,513	54,567	28,830	38,216	51,004
46	Raipur	5,309	9,436	10,813	7,389	11,370	17,018
47	Dhamtari	421	1,774	3,795	935	635	2,480
48	Bilaspur	2,528	5,276	9,352	3,981	6,778	9,977
49	Drug	---	3,541	5,418	---	444	750
	Total Chhattisgarh Division.	8,258	20,027	29,378	12,305	19,227	30,225
	Total Central Provinces	95,313	2,15,166	2,54,013	1,39,701	2,19,760	2,81,313

II.

Part I, paragraph 20.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

Collection of tolls.			Survey of land.			Refunds.			Pensions, gratuities, annuities and Pro- vident Fund.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17	18	19	20
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	52	289	477	709
...	8	...	...	18	10	42	453	603
...	24	198	183	196
...
...	52	...	...	...	...	...	...	160	...
...
...	46	...	...	1	...	...	542
...	51	737	...
...	48	...	...	...	...	419	...
...	4	...	64	85
...	8	198	177	...
...	51	73	89	...	7	...	85	17
...	159	393	34
...	7	2,951	291	1,319	2,275	912
...	9	...	812	996	4,661	64
...
...	52	60	167	105	2,999	1,289	3,252	10,014	3,164
...	376	...	...	30	489	2,015	4,266	3,428
...	12	...	12	...	10	30	...	581	578
...	7	...	...	...	582	2,585	236
...	1,654	44	...	238	8	...	583	879
...
...	12	2,030	63	...	278	527	2,597	8,015	5,118
...
6:9	5,572	948	551	4,436	872	2,203	14,544	88, 03	15,865	81,058	63,373

APPENDIX

[Referred to in

Statement showing the expenditure of the Municipal Committees
1920-21 and

Serial No.	Municipality.	Public safety.		
		1911.	1921.	1927.
1	2	21	21	23
		Rs.	Rs.	Rs.
31	Hoshangabad ...	1,027	1,864	2,217
32	Harda ..	1,186	2,539	3,181
33	Seoni-Malwa ...	227	173	330
34	Sobagpur ...	...	...	...
35	Pachmarhi ...	896	774	1,078
36	Badnur ...	231	...	...
37	Betul ...	...	763	1,616
38	Chhindwara ...	539	1,177	2,137
39	Pandhurna ..	...	192	66
40	Sansar ..	1	16	195
41	Narsinghpur ...	654	2,188	1,294
42	Gadarwara ..	700	1,622	1,366
43	Chhindwara ...	240	714	355
44	Khandwa ...	1,541	4,183	16,619
45	Burhanpur ...	3,007	6,061	8,325
	Total Nerbudda Division ...	10,249	22,266	38,779
46	Raipur ...	6,806	10,287	10,486
47	Dhamtari ..	684	1,128	2,836
48	Bilaspur ..	1,748	5,598	5,689
49	Drug ..	...	1,495	2,359
	Total Chhattisgarh Division ..	9,238	18,508	21,370
	Total Central Provinces ...	75,111	1,64,088	2,56,015

II.

Part I, paragraph 20.]

in the Central Provinces and Berar for the years 1910-11, 1926-27—contd.

Public health and convenience.			Public Instruction.		
1911.	1921.	1927.	1911.	1921.	1927.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
19,015	20,966	20,588	2,764	5,108	10,032
94,515	43,943	66,810	7,971	17,439	26,564
5,118	8,225	9,029	3,247	5,745	6,161
3,797	...	6,474	3,610	..	8,662
15,492	17,713	13,201	...	...	25
4,699	...	..	4,327	...	...
...	14,105	13,631	...	6,400	8,000
10,805	37,728	33,424	5,007	4,399	5,402
3,035	4,388	7,502	1,573	4,129	5,323
2,251	2,931	3,472	839	4,277	3,913
7,505	17,711	12,385	2,432	11,477	7,307
8,064	12,547	15,077	4,351	11,290	12,020
2,424	12,115	8,989	2,862	3,832	2,178
40,506	1,60,980	1,18,180	12,769	19,721	63,297
37,753	81,941	1,19,730	11,930	40,966	58,172
2,54,979	4,35,293	4,48,492	63,682	13,479	2,16,479
85,417	1,17,742	1,60,948	9,090	24,906	65,899
2,694	8,748	32,213	1,615	3,289	6,315
25,172	50,901	61,348	13,054	20,258	38,997
..	24,149	40,021	...	4,302	8,358
1,13,313	2,01,540	2,94,530	23,759	52,755	1,19,569
17,24,770	23,12,540	32,39,546	2,22,219	5,60,280	8,99,580

APPENDIX

[Referred to in Part I,

Statement showing the expenditure of the Municipal Committees
1920-21 and

Serial No.	Municipality.	Other expenditure.		
		1911.	1921.	1927.
1	2	30	31	32
		Rs.	Rs.	Rs.
31	Hoshangabad	742	957	1,314
32	Harda	3,441	6,815	4,438
33	Seoni-Malwa	200	1,939	475
34	Sohagpur	91	...	410
35	Pachmarhi	6,173	6,116	7,737
36	Badnur	224	...	...
37	Betul	...	459	587
38	Chhindwara	409	2,636	1,511
39	Pandhurna	95	364	173
40	Sausar	33	162	269
41	Narsinghpur	245	3,428	484
42	Gadarwara	186	215	474
43	Chhindwara	96	281	146
44	Khandwa	14,801	8,207	3,945
45	Burhanpur	1,956	2,821	1,598
	Total Nerbudda Division	28,692	34,400	23,561
46	Raipur	5,498	8,459	10,047
47	Dhamtari	89	362	1,283
48	Bilaspur	819	1,387	8,938
49	Drug	..	572	1,173
	Total Chhattisgarh Division	6,406	10,780	21,441
	Total Central Provinces	1,37,519	2,65,890	2,77,689

II.

paragraph 20]

*in the Central Provinces and Berar for the year 1910-11,
1926-27—contd.*

Total expenditure.			
1911.	1921.	1927.	
33	34	35	
Rs.	Rs.	Rs.	
28,848	38,486	44,689	Hoshangabad.
1,15,483	76,246	1,09,880	Harda.
11,278	19,546	19,836	Seoni-Malwa.
8,373	...	30,049	Sohagpur.
23,810	25,984	16,450	Pachmarhi.
10,605	..	...	Badnur.
...	25,327	28,731	Betul.
21,229	56,012	51,737	Chhindwara.
5,365	10,690	14,492	Pandhurna.
3,531	8,113	8,794	Sausar.
14,188	18,542	24,257	Narsinghpur.
15,673	27,726	82,386	Gadarwara.
6,444	19,382	13,519	Chhindwara.
80,880	2,15,926	2,26,802	Khandwa.
64,836	1,55,571	2,15,880	Burhanpur.
4,10,543	7,17,551	8,37,508	Total Nerbudda Division.
1,21,554	1,86,872	2,79,128	Raipur.
6,450	16,527	49,542	Dhamtari.
47,884	92,783	1,34,544	Bilaspur.
...	36,978	59,007	Drug.
1,75,888	3,33,160	5,22,221	Total Chhattisgarh Division.
24,13,871	38,44,234	53,62,651	Total Central Provinces.

APPENDIX

[Referred to in Part I,

Statement showing the expenditure of the Municipal Committees
1920-21 and

Serial No.	Municipality.	General administration.			Collection of taxes.		
		1911.	1921.	1927.	1911.	1921.	1927.
1	2	3	4	5	6	7	8
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
50	Amraoti Town ..	3,548	10,313	13,880	1,659	15,007	14,497
51	Amraoti Camp ...	2,386	4,014	5,432	552	807	1,317
52	Ellichpur City	1,943	2,842	5,049	297	875	14,782
53	Ellichpur Civil Station	1,494	2,500	2,447	311	467	575
54	Akola ...	2,940	9,606	11,647	1,399	1,818	3,951
55	Aot ...	785	2,441	2,950	461	645	987
56	Karanja ...	1,626	2,943	3,307	262	890	951
57	Basim ...	1,897	4,267	4,553	438	687	595
58	Murtizapur ...	...	2,765	3,708	...	465	683
59	Buldana ...	1,490	1,668	2,630	207	226	339
60	Khamgaon ...	2,191	4,671	9,291	731	1,627	3,350
61	Shegaon ...	1,780	3,552	4,368	343	478	1,640
62	Malkapur ...	1,310	2,941	5,371	264	461	2,974
63	Jalgaon (a) ...	..	..	...	...	...	...
64	Yeotmal ...	1,229	6,113	7,333	256	1,128	1,759
65	Wun ..	...	...	2,733	...	...	238
66	Digras ...	...	...	4,083	..	...	...
	Total Berar Division ...	24,619	60,636	88,781	7,180	25,581	48,641
	Total Central Provinces and Berar.	1,19,932	3,75,802	3,42,794	1,46,881	2,45,341	3,29,954

(a) Did not function

11.

paragraph 20.]

in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.

Collection of tolls.			Survey of land.			Refunds.			Pensions, gratuities, annuities and Provident Fund.		
1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.	1911.	1921.	1927.
9	10	11	12	13	14	15	16	17	18	19	20
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
2,179	28	..	..	1,453	120	123	977	4,401	6,402
...	10	...	7	220	480	34
...	311	7	119	458	1,278	2,133
..	82	121	1	...	109	1	342	1,640	242
3,226	3,774	6,753	...	...	..	34	1,288	50	901	3,501	751
...	276	25	1,525	304	1,213	1,667
..	5	11	94	489	1,336	768
...	20	...	15	554	976	...
..	18	...	...	...	...	554	750
...	15	13	..	270	438	...
...	224	..	2	...	4	569	2,548	257
...	35	3	11	50	276	1,049	100
...	82	43	...	273	746	1,654
...
...	...	134	...	...	...	72	...	52	494	2,290	4,365
...	125
...
5,405	3,774	6,887	110	345	54	3,283	1,627	2,040	6,127	22,450	19,248
6,024	9,346	7,835	661	4,781	926	4,486	16,171	50,342	21,992	1,04,410	82,621

during 1926-27.

APPENDIX

[Referred to in Part I,

*Statement showing the expenditure of the Municipal Committees
1920-21 and*

Serial No.	Municipality.	Public safety.		
		1911.	1921.	1927.
1	2	21	23	23
		Rs.	Rs.	Rs.
50	Amraoti Town ...	4,044	9,093	12,299
51	Amraoti Camp ...	990	1,570	2,422
52	Ellichpur City .	969	1,120	3,793
53	Ellichpur Civil Station ...	569	649	1,650
54	Akola ...	4,558	5,623	9,826
55	Akot ...	1,387	2,114	2,928
56	Karanja ...	1,492	2,680	3,752
57	Basim ..	877	1,316	2,325
58	Murtizapur ..	..	1,148	1,918
59	Buldana ...	514	741	767
60	Khamgaon ..	3,103	4,479	5,766
61	Shegaon ..	795	2,143	2,796
62	Malkapur ...	557	1,077	2,928
63	Jaigaon (a) ...	...	...	...
64	Yeotmal ..	954	2,194	5,024
65	Wun ...	...	...	585
66	Digras ...	...	..	760
	Total Berar Division ...	20,720	35,947	59,539
	Total Central Provinces and Berar	95,831	2,00,035	3,15,551

(a) Did not function

II.

paragraph 20.]

in the Central Provinces and Berar for the years 1910-11, 1926-27—contd.

Public health and convenience.			Public instruction.		
1911.	1921.	1927.	1911.	1921.	1927.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
61,261	1,85,190	1,97,193	8,559	47,374	1,07,144
9,429	28,364	31,932	635	1,604	6,888
15,688	21,240	42,225	4,565	13,997	29,802
12,749	13,962	19,165	2,759	36,709	22,740
43,881	1,08,922	1,01,386	8,375	24,540	46,920
10,467	15,676	26,990	2,963	8,270	8,745
11,463	16,679	23,977	4,028	7,952	18,104
15,317	18,963	40,015	3,710	6,075	11,081
...	9,884	23,616	...	4,842	6,153
9,298	18,836	41,777	2,079	3,453	5,935
21,938	59,922	44,287	3,799	20,352	39,344
11,196	22,655	3,18,926	4,219	7,515	20,974
7,902	16,561	28,853	2,353	8,746	23,390
...
22,528	33,423	47,307	2,988	10,379	41,723
...	...	13,413	...	...	4,788
...	...	17,066	...	...	7,966
2,43,117	5,70,277	10,18,133	51,432	2,01,808	4,01,702
19,67,887	28,82,817	42,5,679	2,73,651	7,62,088	13,01,282

during 1926-27.

APPENDIX

[Referred to in Part I,

Statement showing the expenditure of the Municipal Committees
1920-21 and

Serial No.	Municipality.	Other expenditure.		
		1911.	1921.	1927.
1	2	30	31	32
		Rs.	Rs.	Rs.
50	Amraoti Town ...	2,631	5,900	18,593
51	Amraoti Camp ...	879	704	894
52	Ellichpur City ...	173	323	513
53	Ellichpur Civil Station ...	183	318	300
54	Akola ...	925	16,045	9,163
55	Akot ...	231	5,993	1,363
56	Karanja ...	1,194	3,201	584
57	Basim ...	355	1,071	1,537
58	Murtizapur ...	...	780	1,016
59	Buldana ...	191	553	506
60	Khamgaon ...	1,460	2,188	1,516
61	Shegaon ...	223	529	96
62	Malhapor ...	275	962	718
63	Jalgaon (a) ...	...	...	...
64	Yeotmal ...	92	1,312	3,131
65	Wun ...	...	...	1,746
66	Digras ...	...	...	405
	Total Berar Division ...	8,812	59,879	42,381
	Total Central Provinces and Berar	1,46,331	3,25,779	3,20,070

(a) Did not function

II.

paragraph 201.

*in the Central Provinces and Berar for the years 1910-11,
1920-21—concl'd.*

Total expenditure.			
1910-11.	1920-21.	1926-27.	
33	34	35	
Rs.	Rs.	Rs.	
86,339	2,77,398	3,70,131	Amraoti Town.
15,011	37,543	48,926	Amraoti Camp.
24,804	41,682	98,416	Ellichpur City.
18,489	56,475	47,121	Ellichpur Civil Station.
66,239	1,95,117	1,90,450	Akola.
16,874	36,376	47,155	Akot.
20,559	35,692	51,537	Karanja.
23,168	33,355	60,120	Basim.
...	20,439	37,867	Murtizapur.
14,064	25,928	51,954	Buldana.
33,793	96,011	1,03,815	Khamgaon.
18,836	37,932	3,49,285	Sheogaon.
13,016	31,537	65,893	Malkapur.
...	...	...	Jalgaon.
18,613	56,839	1,10,328	Yestmal.
...	...	23,528	Wun.
...	...	30,280	Digra.
3,69,805	9,82,324	16,87,406	Total Berar Division.
27,83,676	48,26,558	70,40,557	Total Central Provinces and Berar.

during 1926-27.

APPENDIX

[Referred to in Part I,

*Statement showing the number of Notified Areas under the
1910-11, 1920-21 and 1926-27 and their*

Serial No.	Name of Notified Area.	Popula- tion.	In		
			From taxes.	From other sources.	Extra- ordinary.
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Katol (Nagpur) (a) ... 1910-11	6,269	7,344	1,916	...
2	Sindhi (Wardha) ... { 1920-21 ... 1926-27 ...	6,000 5,444	8,412 2,168	5,375 20,983	855 582
3	Gondia (Bhandara) (b) 1910-11 ...	5,847	8,814	3,272	...
4	Etawah (Saugor) { 1910-11 ... 1920-21 ...	8,968 8,968	2,535 2,356	1,249 5,629	241 1,917
5	Bamorah (Saugor) ... { 1920-21 ... 1926-27 ...	1,322 1,515	501 435	4,741 7,357	2,520 1,787
6	Itarsi (Hoshangabad) (c) ... { 1910-11 ... 1920-21 ... 1926-27 ...	4,430 4,430 7,007	2,555 16,206 25,503	6,512 17,600 13,448	.........
7	Sohagpur (Hoshangabad) (d) 1920-21 ...	7,239	5,121	9,180	555
8	Pipariya (Hoshangabad) { 1920-21 ... 1926-27 ...	2,406 3,213	6,838 11,065	3,020 4,601	868 2,166
9	Betul Bazar (Betul) { 1910-11 ... 1920-21 ... 1926-27 ...	4,173 5,473 5,773	2,580 3,955 3,644	1,876 2,578 448	398 650 343
10	Multai (Betul) ... { 1920-21 ... 1926-27 ...	3,808 4,059	3,089 5,220	1,010 13,760	827 877
11	Kareli Ganj (Narsinghpur) 1926-27 ..	2,170	10,574	3,556	1,154
12	Bhatapara (Raipur) ... { 1920-21 ... 1926-27 ...	4,028 5,318	11,391 17,712	3,569 5,648	886 2,307
13	Drug (Drug) (e) 1910-11	7,048	3,845	6,756	5,159
14	Champa (Bilaspur) 1926-27 .	6,344	49	194	351
	Total ... { 1910-11 ... 1920-21 ... 1926-27 ...	38,035 43,674 40,873	27,673 58,169 76,400	21,581 52,702 69,995	5,798 9,078 9,570

(a) Converted into a

(b) Converted into a

(c) Converted into a

(d) Converted into a

(e) Converted into a



III.

paragraph 42.]

*Central Provinces Municipalities Act existing in the years
income and expenditures during those years.*

come.			Expenditure.			Closing balance.
Total excluding opening balance.	Total receipts including opening balance.	Incidence of taxation per head of population.	Ordinary.	Extra ordinary.	Total.	
7	8	9	10	11	12	13
Rs. 9,260	Rs. 15,427	Rs. a. p. 1 2 8	Rs. 6,936	Rs. ...	Rs. 6,936	Rs. 8,491
14,642	21,229	1 6 5	15,806	986	16,792	4,437
23,733	28,478	0 6 3	22,050	1,825	23,875	4,603
12,086	17,608	1 8 1	14,729	20	14,749	2,859
4,025	4,186	0 4 6	3,107	603	3,710	476
9,902	12,393	0 4 3	8,534	2,333	10,867	1,526
7,762	9,982	0 6 0	6,456	2,566	9,022	960
9,579	16,166	0 4 7	6,233	1,225	8,458	7,708
9,067	12,616	0 9 2	9,216	.	9,216	3,400
33,806	49,084	3 10 6	14,807	.	14,897	35,087
38,951	80,792	3 10 3	27,298	.	27,258	53,494
15,156	18,429	0 12 0	25,113	612	15,725	2,70
10,726	25,428	2 13 6	12,272	1,930	14,202	11,226
17,832	42,542	3 7 1	20,594	2,173	22,767	19,775
4,854	6,478	0 7 6	3,748	392	4,140	2,338
7,183	0,732	0 11 7	6,891	757	7,648	2,084
4,435	6,266	0 10 1	5,203	322	5,525	741
4,926	7,509	0 13 0	6,461	832	7,293	216
19,857	21,213	1 4 7	11,892	772	12,664	8,549
15,284	18,692	4 13 11	7,247	1,352	8,599	10,093
15,846	16,727	2 13 3	12,238	1,156	13,394	3,331
25,697	41,330	3 5 1	25,004	11,699	36,703	4,627
15,760	24,093	0 8 9	18,369	2,104	20,473	3,620
597	597	...	597	...	597	...
5,052	80,108	0 11 8	56,105	3,119	59,224	21,184
1,19,949	1,71,413	1 2 10	98,668	11,172	1,09,840	61,573
1,55,965	2,56,076	2 3 9	1,26,118	20,368	1,46,486	1,09,590

Municipality in 1919.
Municipality in 1919.
Municipality in 1925.
Municipality in 1922.
Municipality in 1917.

APPENDIX
[Referred to in Part II,
Statement showing the income of the District Councils
1920-21 and

Serial No.	District Council.	VI.—Local					
		Local rates.			Special school rate		
		1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
1	2	3	4	5	6	7	8
	<i>Nagpur Division.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
1	Nagpur ...	39,647	70,164	92,812	...	...	...
2	Wardha ...	37,114	37,299	53,863	...	...	...
3	Chanda ...	21,422	17,807	36,954	...	...	...
4	Sironcha Independent Local Board.	1,865	1,817	3,598	...	...	...
5	Bhandara ...	33,478	29,581	47,520	...	...	...
6	Balaghat ...	16,231	15,450	33,864	...	...	...
	Total ...	1,69,747	1,72,118	2,68,611	...	...	...
	<i>Jubbulpore Division.</i>						
7	Jubbulpore ...	53,728	52,395	69,110	...	...	...
8	Seoni ...	16,841	20,379	31,360	...	...	...
9	Mandla ...	14,851	7,941	17,660	...	...	...
10	Saugor ...	30,023	48,883	55,607	...	...	...
11	Damoh ...	21,103	25,136	30,871	...	...	...
	Total ...	1,36,546	1,54,734	2,04,608	...	...	...
	<i>Nerbudda Division.</i>						
12	Hoshangabad ...	39,863	55,752	61,410	...	...	...
13	Narsinghpur ...	35,501	34,346	45,823	...	...	...
14	Nimar ...	26,356	40,990	50,930	...	...	...
15	Betul ...	16,184	13,113	23,286	...	...	...
16	Chhindwara ...	17,785	18,335	34,678	...	...	...
17	Independent Mining Local Board, Chhindwara.	...	...	1,945	...	...	...
	Total ...	1,35,689	1,62,536	2,18,072	...	...	...
	<i>Chhattisgarh Division.</i>						
18	Raipur ...	47,568	43,208	62,405	...	...	...
19	Bilaspur ...	34,045	37,491	46,776	...	...	...
20	Drug ...	32,398	32,048	49,855	...	...	...
	Total ...	1,14,011	1,12,747	1,59,036	...	...	...
	Total Central Provinces	5,55,993	6,02,135	8,50,327	...	...	...
	<i>Berar Division.</i>						
21	Amraoti ...	66,326	72,134	3,09,701	...	55,124	50,572
22	Akola ...	71,608	49,229	2,71,708	...	773	44,113
23	Buldana ...	50,592	45,289	2,31,076	...	5,387	50,647
24	Yectmal ...	28,262	29,605	74,662	...	2,485	27,025
	Total ...	2,17,788	1,96,257	8,87,147	...	63,769	1,72,657
	GRAND TOTAL	7,73,781	7,98,392	17,37,474	...	63,769	1,72,657

IV.

paragraph 60.]

in the Central Provinces and Berar for the years 1926-27.

1926-27.

rates,						XVII.—Polic.		
Others.			Total.			Cattle pounds.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
9	10	11	12	13	14	15	16	17
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	59,647	70,164	92,812	22,085	39,366	47,653
...	...	11,983	37,111	37,299	65,846	21,439	54,877	60,229
...	...	5,551	21,422	17,807	42,505	11,101	23,766	26,302
...	1,865	1,817	3,598	530	744	638
...	...	26,318	33,478	20,581	73,838	6,634	16,993	18,423
...	...	15,135	16,221	5,450	49,000	6,378	13,021	18,135
...	...	58,988	1,69,747	1,72,118	3,27,599	68,167	1,48,827	1,71,380
...	...	1,511	53,728	52,395	70,621	26,505	59,159	79,463
...	16,841	20,379	31,360	8,414	18,295	18,767
...	...	1,759	14,851	7,941	19,419	8,960	21,290	30,800
...	...	10,434	30,023	48,883	66,041	16,487	45,397	37,181
...	...	1,834	21,103	25,136	32,705	14,027	35,860	29,714
...	...	15,538	1,36,546	1,54,734	2,20,146	74,393	1,80,001	1,95,925
...	39,863	55,752	61,410	10,437	31,823	29,281
...	35,501	34,346	45,823	8,382	18,837	19,967
...	26,356	40,990	50,930	26,793	80,368	64,135
...	16,184	13,313	23,286	7,139	10,714	10,812
...	17,785	18,335	34,678	9,601	24,150	21,972
...	1,945	...	...	2,563
...	1,35,689	1,62,536	2,18,072	62,352	1,66,892	1,48,730
...	...	16,965	47,568	43,208	79,370	26,598	48,741	48,988
...	...	16,997	31,045	37,491	63,173	24,244	45,458	52,565
...	...	1,703	32,398	32,048	51,558	15,460	29,373	27,242
...	...	35,065	1,14,011	1,12,747	1,94,101	66,302	1,23,572	1,28,795
...	...	1,09,591	5,55,993	6,02,135	9,59,918	2,71,214	6,19,292	6,44,830
73,376	...	32,583	1,39,703	1,27,358	3,92,856	29,181	94,589	62,784
73,000	...	56,280	1,45,608	50,602	3,72,101	26,942	73,174	67,412
54,000	...	65,986	1,04,592	50,676	3,48,019	25,427	78,509	54,519
21,557	...	48,446	49,819	33,090	1,50,133	29,634	86,071	57,022
2,21,933	...	2,03,295	4,39,721	2,60,626	12,63,009	1,11,184	3,32,343	2,41,537
2,21,933	...	2,12,886	9,95,714	8,62,161	22,23,017	3,82,398	9,51,635	8,86,367

APPENDIX

[Referred to in Part II,

Statement showing the income of the District Councils
1920-21 and

Serial No.	District Council.	XIX.--					
		School fees.			Contributions from Government.		
		1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
1	2	18	19	20	21	22	23
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur ...	646	...	...	18,000	58,252	55,512
2	Wardha ...	677	...	...	23,000	56,808	71,862
3	Chanda ...	349	...	...	30,500	66,984	45,410
4	Sironcha Independent Local Board.	112	...	...	8,000	12,880	6,316
5	Bhandara ...	...	...	...	27,500	60,061	70,901
6	Balaghat ...	86	...	...	18,000	64,800	57,169
	Total ...	1,870	...	...	1,25,000	3,19,785	3,07,170
	<i>Jubbulpore Division.</i>						
7	Jubbulpore ...	...	...	...	21,000	67,341	56,775
8	Seoni ...	...	...	...	17,000	50,998	36,597
9	Mandla ...	...	...	...	21,000	59,969	46,057
10	Saugor ...	...	...	451	21,000	51,196	37,434
11	Damoh ...	358	...	...	15,000	44,320	44,411
	Total ...	358	...	451	95,000	2,74,024	2,21,272
	<i>Nerbudda Division.</i>						
12	Hoshangabad ...	...	...	...	23,000	68,535	66,561
13	Narsinghpur ...	...	...	...	16,000	49,777	55,861
14	Nimar ...	...	...	...	20,000	48,757	37,204
15	Betul ...	632	...	...	22,000	52,060	33,966
16	Chhindwara ...	...	...	...	19,000	52,767	31,773
17	Independent Mining Local Board, Chhindwara	...	...	...	...	...	1,908
	Total ...	632	...	...	1,00,000	2,21,896	2,27,273
	<i>Chhattisgarh Division.</i>						
18	Raipur ...	...	...	767	35,000	1,31,349	1,22,737
19	Bilaspur ...	...	...	...	27,000	1,05,167	95,077
20	Drug ...	...	...	...	22,000	76,236	62,708
	Total ...	...	...	767	84,000	3,12,752	2,80,522
	Total Central Provinces	2,860	...	1,218	4,04,000	11,78,457	10,36,237
	<i>Berar Division.</i>						
21	Amraoti ...	...	...	7,704	24,000	92,457	1,02,554
22	Akola ...	...	...	25,131	26,000	1,10,873	1,72,296
23	Balrampur ...	...	...	...	20,000	93,650	1,55,991
24	Yestmal ...	11	...	...	15,000	71,799	46,361
	Total ...	11	...	32,835	85,000	3,68,779	4,77,202
	GRAND TOTAL	2,871	...	34,053	4,89,000	15,47,236	15,13,439

IV.

paragraph 6c.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

Education.

Other contributions.			Miscellaneous.			Total.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
24	25	26	27	28	29	30	31	32
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
97	27	30	179	154	74	18,922	58,433	55,616
...	18		556	232	215	24,233	57,058	72,077
...	...	...	106	117	117	30,955	67,101	45,527
...	...	...	6	3	30	8,118	12,883	6,346
...	...	...	144	114	92	27,644	60,175	70,993
...	...	9,801	70	231	769	18,156	65,031	67,742
97	45	9,834	1,061	851	1,297	1,28,028	3,20,681	3,18,301
...	...	...	584	1,669	244	21,584	69,010	57,019
...	...	...	19	...	5	17,019	50,998	37,602
...	...	...	306	...	114	21,308	59,969	46,171
...	...	1,124	34	27	127	21,034	51,223	39,134
...	...	100	162	256	252	15,520	44,776	44,763
...	...	1,224	1,107	1,952	742	96,465	2,75,976	2,23,689
...	...	...	6	79	1,803	23,006	68,614	68,364
...	750	513	116	177	69	16,116	50,704	56,443
...	...	...	143	88	275	20,143	45,845	37,479
...	...	...	122	46	580	22,774	52,106	34,546
105	25	...	194	273	117	19,299	53,065	31,890
...	...	...	...	...	...	...	...	1,908
105	775	513	601	663	2,844	1,01,338	2,73,334	2,30,630
...	1,000	100	273	2,353	984	35,273	1,34,702	1,24,588
200	100	...	479	1,037	5,919	27,679	1,06,304	1,00,996
...	...	...	97	2,685	391	22,097	78,321	62,099
200	1,100	100	849	5,475	7,294	85,049	3,19,327	2,88,683
402	1,920	11,671	3,618	8,941	12,177	4,10,880	11,89,318	10,61,303
1,412	4,499	10,361	266	41,693	625	25,678	1,32,549	1,21,244
5,609	2,702	7,711	337	28,476	450	32,146	1,42,051	2,05,618
772	1,602	2,761	297	21,006	2,508	21,069	1,16,258	1,61,260
3,447	1,743	616	85	15,594	919	18,543	89,136	47,896
11,240	10,546	21,479	1,185	1,06,769	4,502	97,436	4,86,094	5,36,018
11,642	12,466	33,150	4,803	1,15,710	16,679	5,68,316	16,75,412	15,97,321

APPENDIX

[Refer red to in Part II.]

Statement showing the income of the District Councils
1920-21 and

Serial No.	District Council.	XX.—					
		Hospitals and Dispensaries.			Contributions from Government.		
		1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
1	2	33	34	35	36	37	38
	<i>Nagpur Division.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
1	Nagpur ..	...	...	...	4,000	...	2,709
2	Wardha ..	...	...	...	...	...	...
3	Chanda ..	...	...	...	...	...	...
4	Sironcha Independent Local Board.	...	...	...	...	...	...
5	Bhandara ..	...	...	...	...	...	2,945
6	Balaghat ..	...	...	1,214	...	42	6,928
	Total ..	...	...	1,214	4,000	42	12,582
	<i>Jubbulpore Division.</i>						
7	Jubbulpore ..	...	...	...	...	...	...
8	Seoni ..	...	...	...	...	...	5,373
9	Mandla ..	...	...	...	...	...	...
10	Saugor ..	...	...	...	...	...	...
11	Damoh ..	...	...	...	...	...	...
	Total ..	...	...	...	...	...	5,373
	<i>Nerbudda Division.</i>						
12	Hoshangabad ..	...	...	...	...	...	1,216
13	Narsinghpur ..	...	...	488	...	2,079	3,098
14	Nimar ..	...	...	...	...	4,000	6,522
15	Betul ..	...	...	...	...	5,521	...
16	Chhindwara ..	...	...	...	...	6,950	...
17	Independent Mining Local Board, Chhindwara.	...	...	...	...	...	...
	Total ..	...	...	488	...	18,550	10,836
	<i>Chhattisgarh Division.</i>						
18	Raipur ..	...	...	865	...	12,000	5,586
19	Bilaspur ..	...	...	...	...	...	7,234
20	Durg ..	...	...	...	...	3,000	130
	Total ..	...	...	865	...	15,000	12,950
	Total Central Provinces	...	...	2,567	4,000	33,592	41,741
	<i>Berar Division.</i>						
21	Amraoti ..	...	...	...	840	...	19,014
22	Akola ..	...	...	...	300	...	16,363
23	Buldana ..	...	...	3,844	360	...	14,677
24	Yavatmal ..	...	...	88	720	...	12,291
	Total ..	...	...	3,932	2,200	...	62,345
	GRAND TOTAL ..	...	...	6,499	6,200	33,592	1,04,086

IV.

paragraph 60.]

in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.

Medical.						XXI.—Scientific and other minor departments.		
Other receipts.			Total.			Veterinary receipts.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
39	40	41	42	43	44	45	46	47
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
457	603	97 ²	4,157	603	3,687	722	265	...
21	4	316	21	4	316	250	250	650
85	870	598	85	870	598	230	230	614
...
6	131	3,399	6	131	6,344	350	...	46
1	35	173	1	77	8,314	...	...	...
570	1,642	5,463	4,570	1,684	19,259	1,552	745	1,310
42	66	14	42	66	14	594	1,044	414
30	193	1,538	30	193	6,911	250	250	...
...	...	...	...	...	...	175	275	230
2	592	2,963	2	592	2,963	60	250	...
8	111	23	8	111	23	100	109	100
82	562	4,538	82	562	9,911	1,179	1,919	764
36	58	307	36	58	1,523	330	655	505
159	394	325	159	2,473	3,911	...	140	180
106	14	4,591	106	4,014	11,113	340	340	370
3	24	18	3	5,515	18	...	2,776	...
42	144	4,413	42	7,094	4,413	205	200	400
...
346	634	9,654	346	19,184	20,978	875	4,091	1,455
325	297	1,056	325	12,297	7,507	9	300	...
5	189	2,633	5	189	9,867	500	2,500	...
8	240	14	8	3,240	144	...	1,137	...
338	726	3,703	338	15,726	17,518	509	3,937	...
1,336	3,964	23,358	5,336	37,556	67,666	4,115	10,692	3,529
1,039	483	7,950	1,879	483	26,961	526	526	...
570	496	3,818	870	496	20,181	784	1,283	...
1,341	181	7,636	1,701	181	26,157	147	570	564
125	2,738	5,283	845	2,758	17,662	312	165	1
3,075	3,918	24,687	5,795	3,918	90,964	1,769	2,544	565
4,411	7,882	48,045	10,631	41,474	1,38,630	5,184	13,236	4,094

APPENDIX
[Referred to in Part II,
Statement showing the income of the District Council
1920-21 and

Serial No.	District Council.	XXI.—Scientific and other minor					
		Exhibitions and fairs.			Other receipts.		
		1910-11.	1920-21.	1926-27.	1910-11.	1920-11.	1926-27.
1	2	48	49	50	51	52	53
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur ..	...	...	...	1	177	244
2	Wardha ...	...	...	...	375	361	249
3	Chanda ...	...	...	...	...	537	...
4	Sironcha Independent Local Board.	...	...	...	373	407	302
5	Bhandara ...	...	...	...	7	359	400
6	Balaghat ...	...	...	...	2	7	...
	Total ..	...	...	...	758	1,848	1,195
	<i>Subbulpore Division.</i>						
7	Subbulpore ...	565	...	95	1	...	130
8	Seoni ...	...	...	...	170	213	601
9	Mandla ...	...	...	...	415	800	800
10	Saugor ...	...	...	...	7	...	452
11	Damoh ...	...	...	...	171	345	262
	Total ...	565	...	95	764	758	2,245
	<i>Nerbudda Division.</i>						
12	Hoshangabad ...	...	...	...	10	17	18
13	Narsinghpur ...	...	...	...	6	9	8
14	Nimar ...	6,005	2,028	5,672	2	436	442
15	Betul ...	...	...	...	2	2	45
16	Chhindwara ...	...	...	...	...	4,316	357
17	Independent Mining Local Board Chhindwara.	...	...	...	...	...	...
	Total ...	6,005	2,028	5,672	20	4,730	870
	<i>Chhattisgarh Division.</i>						
18	Raipur ...	...	...	...	2,937	2,090	1,819
19	Bilaspur ...	...	...	...	5	942	1,406
20	Drug ...	...	...	...	166	3	252
	Total ...	...	...	...	3,108	3,040	3,477
	Total Central Provinces	6,570	2,028	5,767	4,650	10,426	7,787
	<i>Berar Division.</i>						
21	Amraoti ...	...	...	1,424	2	215	2,143
22	Akola ...	120	217	...	...	...	516
23	Buldana ...	1,480	147	933	6	3	3
24	Ycetmal ...	2,344	6	...	...	4	259
	Total ...	3,941	370	2,357	8	222	2,921
	GRAND TOTAL	10,511	2,398	8,124	4,658	10,648	10,708

IV.

paragraph 60.]

in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.

departments—contd.			XXV.—Miscellaneous.					
Total.			Sale of stores, buildings and lands, and rents on buildings and lands.			Contributions from Government.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
54	55	56	57	58	59	60	61	62
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
723	442	244	...	24	...	...	...	24,000
625	611	899	386	283	345	...	...	...
230	767	614	...	188	222	...	8,000	35,000
373	407	302	...	...	...	...	...	9,000
357	389	446	25	...	...	...	2,185	35,000
2	7	...	1,148	2,060	1,991	...	...	22,000
2,310	2,593	2,505	1,559	2,555	2,558	...	10,185	1,25,000
1,160	1,044	639	1,891	3,251	3,326	...	...	25,000
420	463	601	392	408	110	...	...	22,000
590	475	1,050	583	378	366	...	85	35,500
67	250	452	1,378	334	282	...	...	26,000
271	445	362	340	491	290	...	...	24,000
2,508	2,677	3,104	4,584	4,862	4,374	...	85	1,32,500
340	672	523	645	515	701	...	...	26,000
6	129	188	514	2,945	160	...	...	21,000
6,347	2,804	6,484	1,248	862	1,257	...	...	21,000
2	2,778	45	5	...	...	...	471	29,500
205	4,516	757	...	7	...	...	...	25,500
...	...	...	...	...	7	...	...	2,550
6,900	10,899	7,997	2,443	4,319	3,125	...	471	1,27,550
2,946	2,390	1,819	178	233	259	...	...	50,000
525	3,442	1,406	...	...	1	...	...	40,000
166	1,145	252	74	62	14	...	...	33,000
3,617	6,977	3,477	252	295	274	...	...	1,23,000
15,335	23,146	17,083	8,838	12,041	10,331	...	10,741	5,08,050
528	741	3,567	1,282	161	...	...	...	45,000
901	1,500	516	...	5	1,158	...	...	40,000
1,633	720	1,500	461	90	35	...	...	45,000
2,643	175	260	24	2,922	56	...	...	30,000
5,718	3,136	5,843	1,767	3,178	1,249	...	...	1,60,000
21,053	26,281	22,926	10,405	15,219	11,580	...	10,741	6,68,050

[Referred to in Part II,
Statement showing the income of the District Councils
1920-21 and

Serial No.	District Council.	XXV.—Miscellaneous—concl'd.					
		Other receipts.			Total.		
		1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
1	2	63	64	65	66	67	68
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur ...	406	134	563	406	158	24,563
2	Wardha ...	2,966	5,823	1,019	3,352	6,106	1,361
3	Chanda ...	601	3,637	250	601	11,825	35,472
4	Sironcha Independent Local Board.	...	7	1	...	7	9,001
5	Bhandara ...	76	8,813	3,749	101	10,928	38,749
6	Balaghat ...	7,706	13,202	501	8,854	15,262	24,492
	Total ...	11,755	31,616	6,083	13,314	44,356	1,33,641
	<i>Jubbulpore Division.</i>						
7	Jubbulpore ...	447	509	1,123	2,338	3,760	29,419
8	Seoni ...	7,929	9,349	26,156	8,321	9,757	48,266
9	Mandla ...	1,592	201	811	2,175	664	36,677
10	Sangor ...	2,042	1,124	943	3,420	1,438	27,225
11	Damoh ...	14	18	25	354	509	24,315
	Total ...	12,024	11,201	29,058	16,608	16,148	1,65,932
	<i>Nerbudda Division.</i>						
12	Hoshangabad ...	251	1,147	939	897	1,162	27,640
13	Narsirghpur ...	59	22,375	1,816	603	25,320	22,976
14	Nimar ...	74	729	4,999	1,322	1,591	30,256
15	Betul ...	39	20	277	44	491	29,777
16	Chhindwara ...	242	1,935	1,536	242	1,942	27,036
17	Independent Mining Local Board, Chhindwara.	...	...	14	...	...	2,571
	Total ...	665	26,206	9,581	3,108	31,006	1,40,256
	<i>Chhattisgarh Division.</i>						
18	Raipur ...	994	4,132	542	1,172	4,365	50,801
19	Bilaspur ...	3,785	16,466	7,906	3,785	16,466	47,997
20	Drug ...	537	2,023	284	611	2,085	33,298
	Total ...	5,316	22,621	8,732	5,568	22,916	1,32,006
	Total Central Provinces	29,760	91,644	53,454	58,598	1,14,426	5,71,835
	<i>Berar Division.</i>						
21	Amraoti ...	40,266	53,770	2,331	41,548	53,911	47,331
22	Akola ...	41,121	61,470	5,075	41,121	63,475	46,231
23	Baidana ...	30,214	38,019	5,553	30,675	38,109	50,588
24	Yeotmal ...	35,446	46,170	3,649	35,470	49,022	33,705
	Total ...	1,47,047	2,01,429	16,608	1,48,814	2,04,667	1,77,857
	GRAND TOTAL ...	1,76,807	2,93,073	70,062	1,87,412	3,19,033	7,49,692

IV.

paragraph 60.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

XXXII.—Civil Works.

Tolls on roads and ferries.			Rent on and sale of buildings and lands, and sale of stores.			Staging bungalow and serai fees.		
1910-11	1920-21	1926-27.	1910-11.	1920-21	1926-27.	1910-11.	1920-21.	1926-27.
69	70	71	72	73	74	75	76	77
Rs. 1,280 2,251 1,340 358 2,548 705 8,482	Rs. 1,383 5,507 3,535 204 4,491 2,267 17,386	Rs. 1,313 4,200 4,755 461 5,253 3,158 19,160	Rs. 615 37 48 700	Rs. 275 923 33 ... 170 137 1,538	Rs. 12,018 270 55 7 594 4,004 16,948	Rs. 60 ... 15 ... 7 51 133	Rs. 41 100 53 ... 65 244 503	Rs. 118 54 210 2 815 259 858
2,148 50 3,366 321 1,803 7,698	3,195 60 3,422 576 3,745 10,998	3,221 417 3,939 545 3,682 11,734	23 181 95 299	248 6,745 208 364 96 7,661	281 ... 454 521 316 1,572	22 ... 42 187 89 340	36 35 39 237 96 443	115 42 70 576 177 980
10,583 6,380 60 2 297 ... 17,322	22,177 12,083 770 4 526 ... 35,560	17,712 12,084 1,267 11 784 2 32,760	605 17 622	313 450 671 183 322 ... 1,939	29 197 752 611 ... 1 1,590	37 222 245 10 514	2 309 487 82 110 ... 990	55 140 7 182 9 59 452
2,643 4,082 1,762 8,487 41,979	4,978 8,616 4,264 17,858 81,802	9,458 10,216 2,414 22,088 85,742	418 418 2,039	949 321 356 1,626 12,764	798 584 133 1,520 21,630	18 27 29 74 1,061	87 124 39 250 2,186	156 120 100 376 2,666
503 205 662 1,370 43,349	1,200 887 4,846 1,85 8,784 90,586	734 9,456 11,974 2,360 24,514 1,10,286	101 917 ... 154 1,472 3,511	1,239 2,354 1,675 491 5,759 18,523	3,302 1,983 2,411 9,616 17,312 38,942	... 9 9 1,070	37 ... 208 71 316 2,502	43 161 1,890 242 2,436 5,102

*Statement showing the income of the District Councils
1920-21 and*

XXXII.—Civil

Serial No.	District Council.	Contributions from Government.						Miscellaneous.		
		1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
		78	79	80	81	82	83			
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.			
1	Nagpur ..	230	42,408	1,36,666	16,000	22,473	2,705			
2	Wardha ..	"	57,857	19,712	566	10,608	1,533			
3	Chanda ..	11,000	42,228	56,892	369	1,131	503			
4	Sironcha Independent Local Board.	2,500	5,000	...	33	68	36			
5	Bhandara ..	500	27,960	1,16,084	502	1,040	5,693			
6	Balaghat ..	1,000	49,845	52,453	218	319	5,992			
	Total ...	15,230	2,25,298	3,81,807	17,688	35,639	16,522			
	<i>Subbulpore Division.</i>									
7	Jubbulpore ..	7,000	25,649	56,646	2,990	11,675	1,962			
8	Seoni ..	4,000	53,853	42,134	512	73	1,278			
9	Mandla ..	6,000	6,201	...	184	...	...	
10	Saugor ..	6,000	31,375	55,486	215	1,690	1,156			
11	Damoh ..	9,000	26,537	28,895	743	382	5,258			
	Total ...	32,000	1,43,615	1,83,161	4,704	13,820	9,654			
	<i>Nerbudda Division.</i>									
12	Hoshangabad ..	1,000	20,508	38,554	783	9,753	9,553			
13	Narsinghpur ..	2,000	17,531	35,395	1,694	1,870	2,509			
14	Nimar ..	4,000	26,677	46,475	2,745	6,862	710			
15	Betul ..	7,000	34,819	40,827	36	1,179	437			
16	Chhindwara ..	6,000	12,835	46,280	113	783	351			
17	Independent Mining Local Board, Chhindwara.	...	...	...	...	...	10			
	Total	20,000	1,12,370	2,07,531	5,401	19,847	13,570			
	<i>Chhattisgarh Division.</i>									
18	Raipur ..	16,000	38,398	1,21,323	2,389	2,049	805			
19	Bilaspur ..	12,000	47,614	31,386	755	900	476			
20	Durg ..	10,000	78,704	50,543	193	1,128	384			
	Total	38,000	1,64,716	2,06,252	3,337	4,077	1,666			
	Total Central Province	1,05,230	6,45,999	9,78,751	31,130	73,383	41,372			
	<i>Berar Division.</i>									
21	Amraoti ..	23,000	1,36,008	4,21,658	2,297	6,298	79,423			
22	Akola ..	25,000	91,631	1,65,340	902	13,03	44,002			
23	Buldana ..	17,798	1,23,285	4,48,710	3,178	6,951	5,809			
24	Yavatmat ..	10,138	46,799	2,20,089	1,997	5,084	20,196			
	Total	75,936	3,97,723	12,85,797	8,374	34,636	1,49,630			
	GRAND TOTAL	1,81,166	10,13,712	22,64,548	39,504	1,08,019	1,91,002			

IV.

paragraph 60.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—concl'd.*

Works—concl'd.			All other receipts.			Total income.		
Total.								
1910-11.	1920-21.	1926-27.	1911-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
84	85	86	87	88	89	90	91	92
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
18,185	66,579	1,52,820	...	275	41	1,24,425	2,36,019	3,77,436
2,854	44,995	15,789	371	21	30	96,009	2,30,971	2,26,550
12,772	46,980	62,475	...	...	...	77,166	1,69,116	2,13,493
2,891	5,272	506	...	...	...	13,777	21,130	20,391
3,557	33,726	1,27,839	...	...	21	71,777	1,51,963	2,26,653
1,974	52,812	65,866	...	...	...	51,586	1,61,720	2,33,549
42,233	2,80,364	4,35,295	371	296	92	4,28,720	9,70,919	14,08,072
12,683	40,803	62,225	...	385	431	1,17,540	2,26,622	2,99,861
4,773	60,766	43,871	...	413	...	55,818	1,61,264	1,86,378
9,592	9,870	4,463	...	...	...	57,476	1,00,209	1,38,580
6,753	34,242	58,284	...	...	...	77,766	1,82,045	2,31,280
11,730	30,856	38,258	...	...	...	63,013	1,37,693	1,70,140
45,031	1,76,537	2,07,101	...	978	431	3,71,633	8,07,833	10,26,239
13,008	52,753	65,903	...	...	300	87,587	2,12,314	2,54,944
10,296	32,243	51,225	...	908	179	71,063	1,64,960	2,00,712
7,050	34,867	49,211	...	83	560	88,117	2,13,362	2,50,168
7,065	36,267	42,068	...	...	...	53,211	1,21,014	1,40,552
6,440	14,576	47,424	...	302	...	53,614	1,23,980	1,68,170
...	...	72	...	...	...	...	...	9,059
43,859	1,70,706	2,55,993	...	1,293	1,039	3,53,592	8,35,850	10,23,605
21,050	46,461	1,32,540	...	137	1,203	1,34,932	2,92,361	4,46,816
17,282	57,575	45,779	...	...	...	1,07,545	2,66,925	3,21,693
11,984	84,491	53,543	...	58	311	82,724	2,30,761	2,29,447
50,316	1,88,527	2,31,862	...	195	1,514	3,25,201	7,89,987	9,97,956
1,81,439	8,16,134	11,30,161	371	2,582	3,076	14,79,166	34,04,589	44,55,872
25,698	1,47,782	5,05,160	5,544	6,985	8,917	2,67,758	5,70,418	11,68,813
27,322	1,08,175	2,51,242	116	45	4,010	1,75,029	4,38,918	9,67,313
21,190	1,36,965	4,70,794	99	222	1,308	2,06,386	4,21,640	11,13,935
12,951	54,296	2,52,503	48	4	3,919	1,49,963	3,13,612	5,63,100
87,161	1,47,218	14,79,699	3,807	7,256	18,154	7,99,136	17,44,598	38,13,171
2,68,600	12,63,352	26,09,860	4,178	9,838	21,230	23,78,302	51,19,187	82,69,043

APPENDIX

[Referred to in Part

Statement showing the expenditure of the District Councils

1920-21 and

Serial No.	District Council.	18.— General Administration.		
		Office establishment and contingencies.		
		1910-11.	1920-21.	1926-27.
1	2	3	4	5
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.
1	Nagpur ...	6,662	13,540	23,008
2	Wardha ...	4,805	11,935	16,327
3	Chanda ...	3,806	8,022	13,999
4	Sironcha Independent Local Board ...	526	1,317	2,233
5	Bhandara ...	2,836	9,573	20,524
6	Balaghat ...	2,431	6,941	9,009
	Total ...	21,066	51,328	85,100
	<i>Jubbulpore Division.</i>			
7	Jubbulpore ...	4,889	13,320	20,900
8	Seoni ...	3,001	5,936	9,874
9	Mandla ...	2,066	4,789	8,545
10	Sangor ...	4,452	9,517	10,372
11	Damoh ...	3,270	5,987	8,232
	Total ...	17,678	39,549	57,923
	<i>Nerbudda Division.</i>			
12	Hoshangabad ...	4,895	12,254	17,068
13	Narsinghpur ...	3,443	8,046	9,520
14	Nimar ...	4,488	12,323	17,243
15	Betul ...	3,210	7,692	9,028
16	Chhindwara ...	2,968	9,263	13,029
17	Independent Mining Local Board, Chhindwara.	..	..	1,048
	Total ...	19,034	49,578	66,935
	<i>Chhattisgarh Division.</i>			
18	Raipur ...	6,258	11,767	19,329
19	Bilaspur ...	3,888	11,334	18,140
20	Drug ...	3,899	9,996	10,911
	Total ...	14,045	33,097	48,380
	Total Central Provinces ..	71,823	1,73,552	2,58,338
	<i>Berar Division.</i>			
21	Amraoti ...	9,708	30,274	52,199
22	Akola ...	9,744	26,091	55,470
23	Buldana ...	8,398	20,289	45,426
24	Yestmal ...	6,731	19,117	43,914
	Total ...	34,581	95,771	1,97,009
	GRAND TOTAL ...	1,06,404	2,69,323	4,55,347

V.

paragraph 60.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27.*

20.—Police.			22.—Education.		
Cattle Pound Charges.			Middle Schools.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
6	7	8	9	10	11
Rs. 9,364 6,826 4,738 277 3,523 3,209	Rs. 24,267 24,612 13,143 428 10,676 8,249	Rs. 26,052 27,247 14,185 318 10,427 9,187	Rs. 10,240 8,514 6,654 1,416 2,267 2,684	Rs. 26,809 17,518 14,321 ... 9,731 11,237	Rs. 45,777 23,907 22,025 ... 17,319 12,475
27,937	81,375	87,416	31,775	79,616	1,21,586
8,463 3,291 3,700 7,164 4,763	21,555 7,675 9,515 23,088 14,716	26,060 8,859 10,095 18,754 10,911	3,488 3,142 5,658 5,075 3,666	16,634 12,207 11,612 13,622 8,370	22,067 16,951 15,110 11,954 11,031
27,381	76,549	74,679	21,029	60,445	77,113
3,388 4,273 10,835 4,585 4,811 ...	15,277 12,551 51,683 6,161 12,000 ...	14,299 10,283 33,342 5,716 11,060 845	6,848 2,459 3,236 5,271 3,343 ...	18,223 10,894 14,201 8,414 12,572 ...	27,928 18,775 14,944 14,162 13,798 ...
27,892	97,672	75,545	20,157	64,304	89,607
10,518 10,221 6,049	21,156 18,129 12,791	21,279 18,117 11,062	... 8,060	20,618 29,374 13,014	29,063 38,334 14,142
26,788	52,076	52,458	8,060	63,006	81,539
1,09,998	3,07,672	2,88,098	82,021	2,69,371	3,69,845
9,201 7,138 6,827 7,488	11,957 12,018 19,719 11,903	22,719 13,187 17,314 14,295	27,825	89,549	1,22,195 ... 96,378 46,429
30,654	55,597	67,515	27,825	89,549	2,65,002
1,40,652	3,63,269	3,55,613	1,09,846	3,58,920	6,34,847

APPENDIX

[Referred to in Part II,

Statements showing the expenditure of the District Councils
1920-21 and

Serial No.	District Council.	22.—Educ ^a		
		Primary Schools.		
		1910-11	1920-21.	1926-27.
1	2	12	13	14
<i>Nagpur Division.</i>		Rs.	Rs.	Rs.
1	Nagpur ...	26,551	57,112	68,875
2	Wardha ...	22,182	53,862	76,037
3	Chanda ...	21,104	56,800	61,823
4	Sironcha Independent Local Board	4,668	19,892	11,701
5	Bhandara ...	28,583	58,934	84,540
6	Balaghat ...	19,326	68,108	64,975
	Total	1,22,414	3,05,708	3,67,955
<i>Jubbulpore Division.</i>				
7	Jubbulpore ...	31,607	64,340	72,924
8	Seoni ...	15,773	36,281	44,242
9	Mandla ...	13,407	43,855	47,408
10	Saugor ...	22,261	45,361	63,132
11	Damoh ...	19,411	41,403	53,586
	Total	1,02,459	2,31,240	2,81,292
<i>Nerbudda Division.</i>				
12	Hoshangabad ...	33,107	56,980	75,239
13	Narsinghpur ...	23,965	46,360	49,377
14	Nimar ...	19,245	44,820	59,586
15	Betul ...	14,676	36,661	44,695
16	Chhindwara ...	18,916	43,310	46,184
17	Independent Mining Local Board, Chhindwara.	...	...	3,830
	Total	1,09,909	2,28,131	2,78,911
<i>Chhattisgarh Division.</i>				
18	Raipur ...	58,536	1,15,275	1,60,630
19	Bilaspur ...	35,863	97,315	1,18,654
20	Drug ...	35,290	82,357	84,509
	Total	1,29,689	2,94,947	3,63,793
Total Central Provinces		4,64,471	10,60,026	12,91,951
<i>Berar Division.</i>				
21	Amraoti ...	68,423	1,66,127	2,07,238
22	Akola ...	72,287	2,01,549	2,71,592
23	Buldana ...	70,340	1,61,444	1,56,035
24	Yeshwantpur ...	49,226	1,05,954	96,270
	Total	2,60,276	6,35,074	7,31,135
	GRAND TOTAL	7,24,747	16,95,100	20,23,086

V.

Paragraph 6a.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

tion—contd.

Inspection, training and High Schools.			Miscellaneous including grants-in-aid and Scholarships.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
15	16	17	18	19	20
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
416	1,086	1,690	1,537	990	1,512
147	1,504	1,765	1,027	1,705	284
180	893	605	748	926	32
...	...	...	48	...	...
235	585	11,816	1,044	656	386
...	...	6,745	870	541	1,863
978	4,068	22,621	5,274	4,818	4,077
...	...	...	893	1,930	58
...	...	545	568	1,277	447
...	...	408	150	952	317
...	563	1,451	797	595	758
...	...	...	730	599	82
...	563	2,404	3,138	5,353	1,662
...	...	10,525	818	456	802
...	...	...	833	509	145
...	...	...	893	801	87
...	...	323	1,039	158	302
...	...	184	1,230	419	31
...
...	...	11,032	4,812	2,343	1,367
...	...	1,005	1,189	1,527	234
337	...	...	809	1,074	12,023
...	...	...	1,062	1,410	370
337	...	1,005	3,060	4,030	12,627
1,315	4,631	37,092	16,284	16,534	19,733
1,285	1,463	22,257	1,813	1,608	4,904
688	2,369	...	1,275	5,002	18,021
867	771	...	1,304	3,595	16,930
862	1,772	...	...	4,349	12,532
3,702	6,375	22,257	4,122	14,544	52,387
5,017	11,006	59,319	20,406	31,088	72,120

APPENDIX

[Referred to in Part II,

Statement showing the expenditure of the District Councils
1920-21 and

Serial No.	District Council.	22.—Education— <i>concl'd.</i>		
		Total.		
		1910-11.	1920-21.	1916-27.
1	2	21	22	23
<i>Nagpur Division.</i>		Rs.	Rs.	Rs.
1	Nagpur	38,744	85,997	1,17,858
2	Wardha	31,870	74,589	1,02,076
3	Chanda	28,686	72,940	84,485
4	Sironcha Independent Local Board	6,132	10,892	11,701
5	Bhandara	32,129	69,906	1,14,061
6	Balaghat	22,880	79,886	86,058
	Total	1,60,441	3,94,210	5,16,239
<i>Jubbulpore Division.</i>				
7	Jubbulpore	35,988	82,904	95,949
8	Seoni	19,483	49,765	62,185
9	Mandla	19,215	56,419	63,243
10	Saugor	28,133	60,141	77,295
11	Damoh	23,807	50,372	64,699
	Total	1,26,626	2,99,601	3,62,471
<i>Nerbudda Division.</i>				
12	Hoshangabad	40,773	75,659	1,14,494
13	Narsinghpur	27,257	57,763	68,152
14	Nimar	23,373	59,822	74,675
15	Betul	20,986	45,233	59,267
16	Chhindwara	23,489	56,301	60,468
17	Independent Mining Local Board, Chhindwara..	...	...	3,861
	Total	1,35,878	2,94,778	3,80,917
<i>Chhattisgarh Division.</i>				
18	Raipur	59,725	1,37,420	1,90,832
19	Bilaspur	45,069	1,27,763	1,69,011
20	Drug	36,352	96,790	99,021
	Total	1,41,146	3,61,973	4,58,864
Total Central Provinces		5,64,091	13,50,562	17,18,591
<i>Berar Division.</i>				
21	Amraoti	99,346	2,62,141	3,56,594
22	Akola	74,250	2,05,536	2,89,613
23	Buldana	72,241	1,65,810	2,69,343
24	Yeotmal	50,088	1,12,075	1,55,231
	Total	2,95,925	7,45,552	10,70,761
	GRAND TOTAL	8,60,016	20,96,114	27,89,373

V.

paragraph 60.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

24.—Medical.

Establishment.			Hospitals and Dispensaries.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
24	25	26	27	28	29
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	...	3,974	3,565	3,140	2,105
...	1,830	3,080	2,750
...	3,467	3,650	3,875
...	250	200	250
...	...	4,787	2,000	2,100	1,225
...	...	6,178	1,650	2,844	6,390
...	...	14,939	12,762	15,014	16,595
...	4,825	8,075	4,933
...	...	4,876	6,075	5,125	6,543
...	1,600	5,175	6,675
...	1,700	6,750	5,050
...	2,800	7,500	4,600
...	...	4,876	17,000	32,625	27,801
...	1,625	3,300	7,577
...	1,880	4,120	7,816
...	...	7,626	3,200	5,200	11,438
...	1,366	2,548	2,008
...	1,413	2,010	7,220
...
...	...	7,626	9,484	17,178	37,149
...	...	9,416	9,264	10,000	6,400
...	...	14,949	4,200	5,880	1,600
...	...	1,052	4,090	7,340	6,720
...	...	25,417	17,554	23,220	14,720
...	...	52,858	56,800	88,037	96,265
...	...	22,543	12,000	11,600	7,373
...	...	32,961	9,900	17,900	3,100
...	...	17,344	8,460	9,760	17,333
...	...	14,362	7,990	5,310	5,260
...	...	87,210	38,330	44,570	33,966
...	...	1,40,068	95,150	1,32,607	1,29,331

[Referred to in Part II,

Statement showing the expenditure of the District Councils
1920-21 and

Serial No.	District Council.	24.—		
		Vaccination.		
		1910-11.	1920-21.	1926-27.
1	2	30	31	32
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.
1	Nagpur	2,222	6,575	8,105
2	Wardha	1,749	3,198	4,336
3	Chanda	2,771	6,103	7,506
4	Sironcha Independent Local Board	621	300	1,386
5	Bhandara ... ..	...	5,599	8,433
6	Balaghat	1,591	4,451	4,910
	Total	8,954	26,231	34,676
	<i>Jubbulpore Division.</i>			
7	Jubbulpore	2,903	5,767	8,745
8	Seoni	1,579	4,082	4,956
9	Mandla	1,736	4,575	5,786
10	Saugor	2,200	5,793	5,274
11	Damoh	1,478	3,431	4,130
	Total	9,896	23,648	28,891
	<i>Nerbudda Division.</i>			
12	Hoshangabad	1,713	4,074	4,883
13	Narsinghpur	1,717	3,720	4,445
14	Nimar	1,948	3,741	4,443
15	Betul	2,045	4,457	5,424
16	Chhindwara	2,029	4,314	5,990
17	Independent Mining Local Board, Chhindwara.	...	...	570
	Total	9,452	20,306	25,755
	<i>Chhattisgarh Division.</i>			
18	Raipur	5,110	11,011	13,449
19	Bilaspur	4,209	10,460	11,342
20	Drug	2,397	6,466	8,220
	Total	11,716	27,937	33,011
	Total Central Provinces	40,018	98,122	1,22,333
	<i>Berar Division.</i>			
21	Amraoti	2,522	7,871	10,076
22	Akola	2,445	7,025	9,725
23	Buldana	2,319	7,329	8,664
24	Yeatmal	2,529	8,529	7,033
	Total	9,815	30,754	35,798
	GRAND TOTAL	49,833	1,28,876	1,58,131

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*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

Medical—contd.

Sanitation.			Other expenditure.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
33	34	35	36	37	38
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	...	...	2,319	22	4
72	97	311	597	200	52
...	...	...	140	63	...
...	1,148	100	5	34	...
2,313	...	...	95	738	2,076
1,071	1,819	2,249	38	151	...
3,455	3,064	2,660	3,194	1,208	2,132
...	...	...	715	2,160	688
812	1,567	1,711	6	780	1,130
...	...	196	128	1,767	136
30	...	48	130	471	397
...	...	233	677	1,849	260
842	1,567	2,188	1,656	6,947	2,611
...	...	...	493	235	122
14	...	...	128	2,300	399
48	...	...	517	120	...
...	...	...	101	145	99
...	...	...	21	684	322
...	...	...	...	...	18
62	...	...	1,260	3,484	960
...	...	628	86	1,160	...
...	...	3	1,588	1,230	434
10	...	...	180	332	223
10	...	631	1,854	2,722	657
4,369	4,631	5,479	7,964	14,361	6,360
17,874	4,963	4,498	862	2,135	123
12,618	4,722	4,481	2,886	27	7,399
12,423	4,229	6,144	981	404	463
7,603	1,567	3,120	589	530	3,037
50,518	15,481	18,243	5,318	3,096	11,922
54,887	20,112	23,722	13,282	17,457	18,282

[Referred to in Part II,

*Statement showing the expenditure of the District Councils
1920-21 and*

Serial No.	District Council.	24—Medical.—concl'd.		
		Total.		
		1910-11.	1920-21.	1926-27.
1	2	39	40	41
<i>Nagpur Division.</i>				
1	Nagpur ...	Rs. 8,106	Rs. 9,737	Rs. 14,188
2	Wardha ...	4,248	6,575	7,449
3	Chanda ...	6,378	9,821	11,381
4	Sironcha Independent Local Board	876	1,682	1,736
5	Bhandara ...	4,407	8,437	16,521
6	Balaghat ...	4,350	9,265	19,727
	Total ..	28,365	45,517	71,002
<i>Jubbulpore Division.</i>				
7	Jubbulpore ...	8,443	16,002	14,366
8	Seoni ...	8,472	11,474	19,215
9	Mandla ...	3,464	11,517	12,793
10	Saugor ...	4,060	13,014	10,769
11	Damoh ...	4,955	12,780	9,223
	Total ...	29,394	64,787	66,367
<i>Nerbudda Division.</i>				
12	Hoshangabad ...	3,815	7,669	12,682
13	Narsinghpur ...	3,773	10,140	12,660
14	Nimar ...	5,665	9,051	23,507
15	Betal ...	3,512	7,159	8,521
16	Chhindwara ...	3,463	7,008	13,532
17	Independent Mining Local Board, Chhindwara.	..	...	588
	Total ...	20,258	40,968	71,190
<i>Chhattisgarh Division.</i>				
18	Raipur ...	15,460	22,171	29,893
19	Bilaspur ...	9,997	17,570	28,328
20	Drug ...	6,677	14,138	16,215
	Total ..	31,134	53,879	74,436
	Total Central Provinces ...	1,09,151	2,05,151	2,83,295
<i>Berar Division.</i>				
21	Amraoti ...	33,258	26,569	50,758
22	Akola ...	27,349	29,674	51,581
23	Baldana ...	24,183	21,722	50,248
24	Yeotmal ...	18,711	15,936	33,712
	Total ...	1,04,001	93,901	1,86,299
	GRAND TOTAL ..	2,13,152	2,99,052	4,69,534

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paragraph 60.]

*in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.*

26.—Scientific and other minor departments.

Fairs and Exhibitions.			Veterinary.		
1910-11.	1920-21.	1926-27.	1910 11.	1920-21.	1926-27.
42	43	44	45	46	47
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
..	1,486	3,075	3,947
...	1,098	2,121	1,824
...	780	3,081	3,721
...	124	200
191	1,199	3,315	3,828
400	...	400	805	1,736	2,150
591	...	400	5,268	13,452	15,670
1,100	1,630	3,942	4,934
115	...	95	686	1,946	2,702
...	1,004	2,391	3,037
...	...	400	972	3,169	4,684
341	757	2,613	2,579
1,556	...	495	5,049	14,061	18,836
200	1,033	4,748	5,266
...	976	2,638	2,108
677	...	2,456	835	2,778	3,484
..	1,763	2,710	3,583
...	...	288	1,248	2,404	2,194
...
877	..	2,744	5,855	15,278	17,025
1,363	...	169	1,256	4,181	5,021
...	1,439	4,766	5,965
145	663	3,265	3,269
1,508	...	169	3,358	12,212	14,855
4,532	...	3,808	19,630	55,003	65,786
...	...	150	1,775	5,506	10,032
10	3,174	5,721	8,463
245	...	1,351	2,034	5,324	6,645
531	1,433	4,724	9,460
786	...	1,501	8,416	21,275	34,600
5,318	...	5,309	28,046	76,278	1,00,38

APPENDIX

[Referred to in Part II,

Statement showing the expenditure of the District Councils
1920-21 and

Serial No.	District Council.	26. - Scientific and other		
		Other expenditure.		
		1910-11.	1920-21.	1926-27.
1	2	48	49	50
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.
1	Nagpur ... ..	...	...	...
2	Wardha	436	456	1,700
3	Chanda ... ..	...	...	...
4	Sironcha Independent Local Board	352	1,098	809
5	Bhandara ... ..	...	...	...
6	Balaghat	3	...	...
	Total	791	1,554	2,509
	<i>Jubbulpore Division.</i>			
7	Jubbulpore ... ..	...	7	10
8	Seoni	692	460	417
9	Mandla	710	1,477	1,000
10	Saugor	368	...	...
11	Damoh	454	644	386
	Total	2,220	2,588	1,813
	<i>Nerbudda Division.</i>			
12	Hoshangabad .. ..	...	...	...
13	Narsinghpur	200	277	13
14	Nimar	357	438	717
15	Betul ... ..	...	...	...
16	Chhindwara	194	355	226
17	Independent Mining Local Board, Chhindwara.	...	...	...
	Total	751	1,070	956
	<i>Chhattisgarh Division.</i>			
18	Raipur	932	953	550
19	Bilaspur	138	...	...
20	Drug	536	743	50
	Total	1,606	1,696	600
	Total Central Provinces	5,368	6,908	5,878
	<i>Berar Division.</i>			
21	Amraoti ... ..	...	...	...
22	Akola	103	...	140
23	Buldana	45	395	792
24	Yezmal	24	380	500
	Total	199	775	1,432
	GRAND TOTAL	5,567	7,683	7,310

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paragraph 60.]

in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.

minor departments.—concl'd.			29.— Superannuation, etc.		
Total.			Pensions gratuities, provident fund, etc.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
51	52	53	54	55	56
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1,486	3,075	3,947	455	9,430	12,256
1,534	2,577	3,524	127	8,133	1,937
780	3,081	3,721	686	7,668	2,927
352	1,222	1,009		1,169	1,530
1,390	3,315	3,828	30	6,368	13,537
1,208	2,136	2,550	---	7,467	9,846
6,750	15,406	18,579	1,298	40,253	42,033
2,730	3,949	4,944	293	8,140	14,623
1,489	2,406	3,214	122	5,183	2,248
1,714	3,868	4,937	196	5,646	3,318
1,340	3,169	5,084	308	7,151	6,519
1,552	3,257	2,965	259	5,520	8,108
8,825	16,649	21,144	1,178	31,640	34,816
1,233	4,748	5,266	142	9,055	1,458
1,176	2,915	2,211	378	6,703	2,030
1,869	5,618	6,657	98	7,221	7,303
1,763	2,710	3,583	109	5,344	10,123
1,442	2,759	3,008	95	6,125	1,513
---	---	---	---	---	29
7,483	18,750	20,725	822	34,508	22,456
3,551	5,828	5,740	742	10,572	8,669
1,577	4,766	5,965	1,060	11,070	14,172
1,344	4,008	3,319	44	7,018	550
6,472	14,602	15,024	1,846	28,660	23,391
29,530	65,407	75,472	5,144	1,35,061	1,22,696
1,775	6,964	10,182	11,394	30,771	15,655
3,314	5,721	8,603	10,322	27,330	16,715
2,324	7,031	8,788	8,413	19,606	19,052
1,988	5,206	9,960	6,343	12,238	7,967
9,401	24,922	37,533	36,472	89,945	59,409
38,031	90,329	1,13,005	41,616	2,25,006	1,82,105

Statement showing the expenditure of the District Councils

1920-21 and

Serial No.	District Council.	30.—Stationery and Printing.		
		Stationery and Printing charges.		
		1918-11.	1920-21.	1926-27.
1	2	57	58	59
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.
1	Nagpur	509	909	1,779
2	Wardha	1,037	1,909	1,275
3	Chanda	547	535	764
4	Sironcha Independent Local Board	126	72	100
5	Bhandara	278	467	1,561
6	Balaghat	626	698	902
	Total ..	3,123	4,590	6,381
	<i>Jubbulpore Division.</i>			
7	Jubbulpore	852	2,102	1,928
8	Seoni	503	666	1,162
9	Mandla	341	811	1,322
10	Saugor	841	1,902	1,453
11	Damoh	929	1,161	772
	Total ..	3,466	6,642	6,637
	<i>Nerbudda Division.</i>			
12	Hoshangabad	1,023	903	1,968
13	Narsinghpur	225	504	110
14	Nimar	817	1,596	2,484
15	Betul	551	560	779
16	Chhindwara	385	607	1,192
17	Independent Mining Local Board, Chhindwara.	...	...	60
	Total ..	3,001	4,170	6,593
	<i>Chhattisgarh Division.</i>			
18	Raipur	1,070	837	4,510
19	Bilaspur	2,294	1,481	14,543
20	Drug	1,328	982	307
	Total ..	4,692	3,300	19,360
	Total Central Provinces ...	14,282	18,702	38,971
	<i>Berar Division.</i>			
21	Amraoti	1,067	3,035	5,624
22	Akola	932	2,713	3,960
23	Buldana	351	4,058	1,260
24	Yavatmal	277	829	2,530
	Total ..	2,627	10,635	13,374
	GRAND TOTAL	16,909	29,338	52,345

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paragraph 60.]

in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.

32.—Miscellaneous.			33.—Famine Relief.		
Miscellaneous expenditure.			Public works and miscellaneous expenditure.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
60	61	62	63	64	65
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	109	124	..	..	..
305	1,861	4,745	..	..	..
71	438	736	..	..	..
..	15	..	..	..	..
43	833	1,997	..	..	..
645	1,239	1,745	..	..	..
1,064	4,495	9,347	..	..	..
45	477	5,540	..	..	..
..	232	768	..	26,821	..
336	1,649	204	..	..	..
179	336	5,521	..	..	..
..	45	1,107	..	..	..
560	2,739	13,270	..	26,821	..
27	267	835	..	..	..
931	5,000	34,800	..	..	2,517
157	1,215	5,518	..	..	..
..	614	339	..	..	..
165	415	4,799	..	..	..
..	..	25	..	..	..
1,280	7,511	14,996	..	..	2,517
285	665	2,991	..	..	..
978	3,202	2,177	..	..	..
224	809	457	..	..	..
1,487	4,676	5,625	..	..	..
4,391	19,421	43,198	..	26,821	2,517
1,415	3,416	2,957	..	..	..
719	4,155	3,544	..	17,533	..
188	3,265	821	..	42,511	3,407
105	86	588	..	..	602
2,527	10,922	7,910	..	61,044	4,009
6,918	30,343	51,108	..	87,865	6,526

[Referred to in Part II,

Statement showing the expenditure of the District Councils
1920-21 and

Serial No.	District Council.	45.—Civil		
		Buildings.		
		1910-11.	1920-21.	1926-27.
1	2	66	67	68
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.
1	Nagpur	11,859	29,427	27,141
2	Wardha	11,580	44,602	27,715
3	Chanda	13,881	10,311	15,357
4	Sironcha Independent Local Board	1,772	1,610	1,885
5	Bhandara	12,645	13,997	56,660
6	Balaghat	8,532	5,724	14,829
	Total	60,269	1,05,671	1,43,587
	<i>Jubbulpore Division.</i>			
7	Jubbulpore	14,397	43,815	19,682
8	Seoni	4,061	19,943	13,374
9	Mandla	5,682	12,018	21,782
10	Saugor	11,597	38,770	26,956
11	Damoh	3,723	13,201	13,031
	Total	39,460	1,27,747	94,825
	<i>Nerbudda Division.</i>			
12	Hoshangabad	16,159	22,192	21,103
13	Narsinghpur	6,466	16,301	15,345
14	Nimar	16,088	38,605	25,260
15	Betul	8,049	18,478	9,325
16	Chhindwara	10,084	17,260	20,007
17	Independent Mining Local Board, Chhindwara.	..	..	178
	Total	56,846	1,12,836	91,218
	<i>Chhattisgarh Division.</i>			
18	Raipur	24,176	44,622	63,648
19	Bilaspur	23,113	38,602	24,406
20	Drug	18,603	28,438	24,633
	Total	65,912	1,11,162	1,12,687
	Total Central Provinces	2,22,487	4,57,916	4,12,317
	<i>Berar Division.</i>			
21	Amraoti	18,068	41,412	2,40,133
22	Akola	14,067	1,40,999	2,56,361
23	Buldana	11,099	66,005	3,21,912
24	Yeshwantpur	6,036	23,652	1,04,358
	Total	50,170	2,72,068	8,22,754
	GRAND TOTAL	2,72,657	7,29,984	12,65,081

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paragraph 60.]

in the Central Provinces and Berar for the years 1910-11,
1926-27—contd.

Works.

Communications.			Water-supply and water-works.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
69	70	71	72	73	74
Rs. 6,307 10,323 14,010 2,176 3,440 2,665	Rs. 36,008 46,675 23,671 7,210 28,152 63,721	Rs. 75,601 20,912 40,079 9,418 65,871 48,542	Rs. 255 1,373 2,993 421 2,734 1,579	Rs. 2,658 7,552 3,543 50 12,332 2,351	Rs. 1,216 1,977 3,624 137 5,907 896
38,921	2,05,437	2,60,423	9,355	28,486	13,757
20,070 3,029 1,486 5,403 8,574	50,612 33,302 8,823 47,797 30,498	48,468 27,574 5,100 45,963 31,798	1,001 1,683 102 1,511 2,491	2,660 5,201 1,620 2,502 1,409	704 941 2,662 747 168
38,362	1,71,032	1,58,903	6,788	13,392	5,225
13,466 6,064 7,660 4,852 4,527 ...	40,912 52,715 66,396 28,429 11,641 ...	24,101 20,605 63,558 10,474 25,020 80	3,221 1,699 2,531 1,192 668 ...	1,318 3,105 2,371 3,280 4,809 ...	241 754 753 -- 509 --
36,569	2,00,093	1,44,518	9,311	13,883	2,257
7,032 8,460 3,554	38,149 72,802 64,044	75,473 10,718 27,037	1,232 1,464 766	6,741 5,054 3,758	264 -- 1,306
19,046	1,74,995	1,13,228	3,462	15,553	1,570
1,33,098	7,51,557	6,77,373	28,916	72,314	22,809
14,468 20,843 16,655 8,376	1,58,706 1,59,251 1,62,721 96,075	3,30,197 2,20,549 3,04,454 1,33,485	2,603 5,347 1,742 1,148	24,739 17,082 19,597 7,635	17,671 9,924 2,714 4,163
60,341	5,76,753	9,83,685	10,840	68,993	34,472
1,93,442	13,28,310	17,66,058	39,756	1,41,307	57,281

Statement showing the expenditure of the District Councils
1920-21 and

Serial No.	District Council.	45. - Civil Works - <i>concl'd.</i>					
		Establishment, contingencies, tools and plant.			Other expenditure.		
		1910-11.	1920-21	1926-27.	1910-11.	1920-21.	1926-27.
1	2	75	76	77	78	79	80
	<i>Nagpur Division.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Nagpur ...	17,764	30,173	14,780	13,098	9,093	2,671
2	Wardha ...	4,650	16,515	4,772	8,284	7,233	12,502
3	Chanda ...	6,052	8,363	8,035	1,436	4,321	2,513
4	Sironcha Independent Local Board.	715	808	773	543		332
5	Bhandara ...	3,545	9,425	13,962	3,069	3,086	3,670
6	Balaghat ...	1,960	8,543	10,326	2,543	3,200	2,643
	Total ..	34,686	73,827	52,648	28,973	26,933	24,331
	<i>Subbulpore Division.</i>						
7	Jubbulpore ...	4,178	22,916	12,107	6,149	7,099	4,512
8	Seoni ...	1,439	15,020	10,618	1,759	556	658
9	Mandla ...	1,460	1,016	1,771	523	114	718
10	Saugor ...	3,704	13,621	11,251	10,416	5,565	1,077
11	Damoh ...	1,780	9,443	4,539	2,018	2,017	897
	Total ...	12,561	62,046	40,286	20,865	15,351	7,863
	<i>Nerbudda Division.</i>						
12	Hoshangabad ...	3,289	23,152	10,150	10,214	3,311	1,546
13	Narsinghpur ...	1,694	10,054	9,342	16,003	1,191	29,079
14	Nimar ...	2,616	10,631	9,539	5,341	15,255	5,744
15	Betul ...	1,540	10,988	4,162	2,803	1,460	5,911
16	Chhindwara ...	1,626	6,704	7,894	1,409	641	...
17	Independent Mining Local Board, Chhindwara.	...	...	106	...	...	28
	Total ..	10,765	61,529	41,193	35,770	21,463	42,308
	<i>Chhattisgarh Division.</i>						
18	Raipur ...	2,930	10,561	18,694	1,201	1,504	298
19	Bilaspur ...	2,286	11,242	...	1,055	1,583	6,488
20	Drug ...	1,493	11,301	7,685	403	470	6,395
	Total ...	6,709	33,104	26,379	2,659	3,557	12,181
	Total Central Provinces	64,721	248,506	1,60,506	88,267	49,199	86,682
	<i>Berar Division.</i>						
21	Amraoti ...	11,197	52,216	77,542	18,480	6,552	24,711
22	Akola ...	12,637	68,130	69,040	20,583	7,910	14,806
23	Buldana ...	15,358	32,247	53,875	8,945	23,679	43,667
24	Yeotmal ...	8,669	29,525	41,315	8,176	3,345	5,909
	Total ..	47,861	1,82,118	2,41,782	56,184	41,486	89,093
	GRAND TOTAL ..	1,12,582	4,09,624	4,02,288	1,44,451	90,685	1,75,775

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in the Central Provinces and Berar for the years 1910-11,
1926-27—concl'd.

Total.			All other expenditure.			Total expenditure.		
1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.	1910-11.	1920-21.	1926-27.
81	82	83	84	85	86	87	88	89
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
49,283	1,07,359	1,21,409	18	44	137	1,14,627	2,54,467	3,20,758
36,210	1,22,577	67,878	13	167	13	86,975	2,54,935	2,32,471
38,372	50,209	69,608	21	81	226	84,085	1,69,938	2,02,032
5,627	9,688	12,545	...	...	84	13,916	26,485	31,256
25,433	66,992	1,46,070	...	14	202	70,069	1,76,599	3,28,728
17,279	83,539	77,236	6	4	...	52,634	1,99,424	2,16,260
1,72,204	4,40,364	4,94,746	58	310	662	4,22,306	10,77,848	13,31,505
45,795	1,27,132	85,477	96	168	238	1,07,594	2,75,749	2,69,125
11,971	74,031	53,165	5	...	...	48,337	1,84,189	1,60,691
9,253	23,591	32,033	9	...	6	40,294	1,17,805	1,36,586
32,631	1,08,345	85,994	...	20	4	79,108	2,26,683	2,21,765
18,586	56,568	50,433	3	47	...	58,124	1,50,453	1,56,450
1,18,236	3,89,667	3,07,102	113	235	248	3,33,457	9,54,879	9,44,617
46,349	90,885	57,141	...	...	...	1,01,675	2,16,657	2,25,211
31,926	83,366	75,125	...	...	...	73,382	1,87,048	1,86,088
34,236	1,14,758	1,04,854	...	...	349	81,538	2,63,297	2,75,932
18,436	62,635	30,872	57	16	1	53,239	1,38,115	1,28,219
18,314	41,055	53,410	6	...	977	55,138	1,35,533	1,61,987
...	...	392	...	...	...	...	...	6,848
1,49,261	3,92,699	3,21,794	63	16	1,327	3,64,972	9,40,650	9,85,295
36,571	1,01,577	1,58,377	6	2	...	1,33,186	3,1,995	4,41,720
36,398	1,29,283	40,612	10	...	...	1,11,492	3,24,598	3,11,065
24,819	1,08,011	67,056	2	...	...	80,738	2,54,543	2,08,898
97,788	3,38,871	2,66,045	18	2	...	3,25,416	8,91,136	9,61,683
5,37,489	15,61,601	13,89,687	252	563	2,237	14,46,151	38,64,513	42,23,100
64,816	2,83,625	6,90,254	...	...	51	2,31,980	7,24,074	11,98,541
73,477	3,03,312	5,70,680	...	...	254	2,07,745	6,58,752	10,22,019
54,699	3,04,590	6,26,622	...	1,000	1,014	1,77,724	6,10,601	10,43,295
32,407	1,60,232	2,89,240	261	...	735	1,24,399	3,37,622	5,58,771
2,25,399	11,41,759	21,76,796	261	1,000	2,054	7,41,848	23,31,049	38,22,629
7,62,888	27,03,360	35,66,483	513	1,563	4,291	21,87,999	61,95,562	80,45,729

APPENDIX

[Referred to in Part III,

Statement showing by revenue divisions the number of Village their population, constitution, and income

Name of Division.	Total number of panchayats and population.		Number of panchas.		Rece	
	No.	Popula- tion.	Elect- ed.	Ex- officio.	Section 5 (a) (Taxes.)	Section 5 (b) (c), (d) and (e) (Fees).
1	2	3	4	5	6	7
					Rs.	Rs.
Nagpur	20	79,598	139	21	28,669	12,288
Jubbulpore	9	17,869	44	8	8,270	10,121
Nerbudda	18	48,261	80	40	16,644	15,741
Chhattisgarh	15	56,256	94	8	16,071	12,934
Total Central Provinces	62	211,984	357	77	69,654	51,084
Berar	42	246,983	390	85	1,30,894	41,336
Total Central Provinces and Berar.	104	458,967	647	162	2,00,548	92,480

VI.

paragraph 97.]

Sanitation Panchayats in the Central Provinces and Berar, and expenditure during the year 1927-28.

Repts.			Expenditure.				
Section 6 (Fines).	Other receipts.	Total.	Section 4 (a) (Conser- vancy).	Section 4 (b) (Water- supply).	Section 4 (c) (Roads).	Section 4 (d) (Other works).	Total.
8	9	10	11	12	13	14	15
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
42	4,250	45,249	26,262	792	6,423	8,782	42,259
341	3,783	22,515	10,121	511	7,312	4,927	22,871
345	7,344	40,074	19,072	2,212	4,833	8,221	34,338
3	1,065	30,073	14,816	962	5,225	10,797	31,800
731	16,442	1,37,911	70,271	4,477	23,793	32,727	1,31,268
260	46,754	2,19,304	1,49,940	5,683	12,559	44,953	2,13,135
991	63,196	3,57,215	2,20,211	10,160	36,352	77,680	3,44,403

APPENDIX

[Referred to in Part IV,

Statement showing by revenue divisions the number of Village constitution, and income and

Name of Division.	Number of panchayats.	Population.	Whether established on application of—	
			Residents.	District Council.
1	2	3	4	5
Nagpur ..	14	23,927	13	1
Jubbulpore	20	34,207	20	2 (a)
Nerbudda	18	49,210	16	2
Chhattisgarh ..	23	29,719	23	...
Total Central Provinces ...	75	137,063	72	5
Berar ...	61	99,380	46	20 (b)
Total Central Provinces and Berar.	136	236,443	118	25

NOTE.— (a) and (b) Seven applications were

VII.

paragraph 103.]

Panchayats in the Central Provinces and Berar, their population, expenditure during the year 1927-28.

Number of panchas.		Receipts.		
<i>Ex-officio.</i>	Elected.	Section 14 (1) (Taxes).	Section 14 (2), (3) and (4) (Fines and fees).	Contribution by— Government
6	7	8	9	10
		Rs. a. p.	Rs. a. p.	Rs.
19	127	2,760 8 5	864 15 0	—
23	185	4,943 7 6	3,554 10 1	—
65	142	2,455 6 0	1,397 2 0	1,000
23	210	3,655 1 9	616 3 0	—
130	664	13,814 7 8	6,432 14 1	1,000
100	476	1,854 1 6	852 12 9	4,250
230	1,140	15,668 9 2	7,285 10 10	5,250

received both from residents and the District Councils.

APPENDIX

[Referred to in Part IV,

Statement showing by revenue divisions the number of Village constitution and income and

Name of Division.	Receipts— <i>conold.</i>		
	Contribution by—		Total Receipts.
	District Council.	Other persons.	
1	11	12	13
	Rs.	Rs. a. p.	Rs. a. p.
Nagpur ...	50	34 14 0	3,710 5 5
Jubbulpore ..	141	139 14 0	8,778 15 7
Nerbudda ...	257	353 11 6	5,463 3 6
Chhattisgarh ...	100	...	4,371 4 9
Total Central Provinces ...	548	528 7 6	22,323 13 3
Berar ...	1,000	1,674 8 0	9,631 6 3
Total Central Provinces and Berar.	1,548	2,202 15 6	31,955 3 6

VII.

paragraph 103.]

Panchayats in the Central Provinces and Berar, their population, expenditure during the year 1927-28—concl'd.

Expenditure.				Total Expenditure.
Section 12 (a) (Conservancy).	Section 12 (b) (Water-supply).	Section 12 (c) (Roads and buildings).	Section 12 (d) (other measures)	
14	15	16	17	18
Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1,996 12 10	26 7 3	267 0 9	301 15 3	2,592 4 1
3,789 12 3	410 1 9	1,979 9 0	1,788 12 6	7,968 3 6
3,057 6 3	415 8 0	25 0 0	1,813 0 3	5,310 14 6
2,648 11 1	87 0 0	226 4 0	230 4 9	3,192 3 10
11,492 10 5	939 1 0	2,497 13 9	4,134 0 9	19,063 9 11
2,372 3 3	1,006 0 9	222 15 0	756 15 3	4,358 2 3
13,864 13 8	1,945 1 9	2,720 12 9	4,891 0 0	23,421 12 2

VOLUME III.

**Memorandum on the Development
of Education in the Central
Provinces and Berar**

MEMORANDUM ON THE DEVELOPMENT OF EDUCATION IN THE CENTRAL PROVINCES AND BERAR.

I.—INTRODUCTION.

1. The area of the Central Provinces and Berar is 131,052 square miles or rather greater than that of the United Kingdom. The population at the last census (1921) was 15,979, 600 of whom 13,942,760 were resident in the Central Provinces and Berar and 2,066,900 in the Feudatory States. Geographically the province may be divided into five main natural regions—

- (1) the Nerbudda valley, a fertile wheat growing tract in which the density of population is 132 per square mile;
- (2) the Maratha plain, containing the rich cotton lands of Berar and Nagpur and having a density of 154 per square mile;
- (3) the Chhattisgarh plain, a rice growing tract including the valley of the Mahanadi and having a density of 114 per square mile (or 150 if the sparsely populated State of Bastar is excluded);
- (4) the Satpura plateau, a forested and hilly region with a backward people and a density of 95 per square mile;
- (5) the Chhattisgarh States on the north-east of the province, a wild country with a density of only 61 per square mile.

2. The population of the province is predominantly rural, 91 per cent of the population living in villages. Most villages are small, the average population of a village being 306. The number of towns containing over 20,000 inhabitants is only twelve, and the number of towns containing over 100,000 inhabitants only two (Nagpur and Jubbulpore). The bulk of the inhabitants are Hindus, who number over 13 millions. Animists belonging to aboriginal tribes number a little over two millions and Muhammadans number a little over half a million. The principal vernaculars are Hindi, Marathi and Gondi, which are spoken respectively by 56, 31 and 7 per cent of the population. Hindi predominates in the north and east and Marathi in the Berar and Nagpur divisions.

3. Educational institutions in the province may be classified as primary schools, vernacular middle schools, anglo-vernacular middle schools, high schools, colleges and special institutions. A brief description of each kind of institution and of the main features of educational development during the years 1916-17 to 1926-27 are given below. The description deals with the Central Provinces and Berar only and not with the Feudatory States.

II.—PRIMARY SCHOOLS.

4. The number of pupils enrolled in primary schools for boys has remained practically stationary during the decennium 1916-17—1926-27, being 269,452 in 1916-17 and 270,072 in 1926-27. The number of primary schools has, however, risen from 3,698 to 4,189 and expenditure has doubled. In towns the primary schools are fairly well attended and instruction often reaches a fair standard. In rural areas, however, the people are distinctly apathetic and even the larger landowners and others who should lead the way give little real encouragement and assistance. It is not surprising that the rural schoolmasters become disheartened and that their school work often becomes a farce. It is interesting to compare the stagnation of the decennium referred to, in spite of more schools and doubled expenditure, with the progress of literacy from 1881—1921 as revealed by census operations which show that the percentage of male literates doubled between the years 1881 and 1921. (Table VI.)

5. The following figures for 1926-27 relating to primary school enrolment are significant :—

Class—		I	II	III	IV	Total.
Enrolment	...	157,957	71,906	60,897	50,854	341,614

Thus 46 per cent of the pupils attending primary schools were enrolled in the lowest class. At the end of the primary school course comes the primary certificate examination at which only 37,550 appeared out of the 50,854 enrolled in class IV. It may be taken that the difference is due to the fact that those who did not appear had not been in regular attendance or were considered to have no chance whatever of passing the examination and were therefore not presented for it. Out of this 37,550 only 21,317 passed, i.e., possessed the elements of literacy. In other words only 6 per cent of the pupils

entering a primary school actually attained that degree of literacy which the primary school is designed to give to all its pupils.

6. The corresponding figures for 1919-20 were—

Total enrolled in primary schools	...	314,710
Number enrolled in lowest class	...	108,063
		(34%)
Number appeared for primary certificate examination.		30,637
Number passed primary certificate examination.		16,787
		(5.3%)

NOTE.—Primary schools have a four-year course and instruction is entirely in the vernacular. Formerly primary schools had 5 classes, but the reduction to 4 classes was made in accordance with the recommendations of the Curricula Committee of 1921, a full account of which is given in Part XVI. The curriculum consists of reading, writing, arithmetic, geography and physical training with gardening, drawing and handwork as optional subjects.

7. The management of primary schools for boys is in the hands of local authorities—district councils and municipalities, though Government still retains the management of girls' primary schools.

Funds are provided partly from the resources of the local authorities and partly from Government grants. For vernacular schools maintained by municipalities Government is committed to pay a minimum grant equivalent to a half of the expenditure in excess of 6½ per cent of the defined municipal income. The items of expenditure admitted under this head are only those of pay and pensions of staff. Thus the municipality is compelled to finance repairs to buildings and new construction, from its own resources except that, when funds are available, Government distributes block grants amongst municipalities according to their necessity. In the case of district councils there is no system of grants in aid of vernacular education. Grants to these are doles which may be regarded as fixed annual grants. The percentage of expenditure incurred by these bodies which is met from Government funds varies from district to district from 24 per cent in Amraoti (Berar) and 55 per cent in Nimar (Central Provinces) to 88 per cent in Mandla district and 94 per cent in the Sironcha area. As regards the construction of new buildings and extensions of existing buildings the district board meets the cost from its own funds supplemented by Government funds contributed as a general purposes grant and by block grants given by Government from time to time according to the financial position of the province. Expenditure is budgeted by the local body, whether municipality or district council, and is audited, as regards budget heads, sanctions, correct allocation and accuracy of accounts,

by a Government auditor. It will be seen that there is no control exercised by the Education Department over the expenditure of local bodies, which have a much greater degree of freedom in this matter than similar bodies in England. Nor are they required to obtain the approval of the department to schemes involving expansion and new expenditure. An inquiry is, however, now proceeding into local body expenditure and the possibility of basing grants on definite principles is being investigated.

It cannot be doubted that closer control would produce sounder economy and higher efficiency, but an attempt to effect this would certainly meet with strenuous opposition from the local bodies concerned.

8. The inspection of primary schools is undertaken by Government deputy inspectors who work under the control of the inspector of schools. In addition to inspecting the vernacular schools on behalf of Government from the educational view point, the deputy inspector also reports on personnel, efficiency, buildings, etc., direct to the local body and performs in his office which sometimes contains a few clerks employed by the local body and lent to him for the purpose, the actual administrative work of the district council. With the growth of the powers exercised by district councils the necessity was voiced for administrative officers who should be appointed by and be directly under the control of these bodies. In September 1922 a resolution to place all Government deputy inspectors of schools under the control of district councils was moved but withdrawn in the Legislative Council. Government was thus faced with the possible duplication of inspecting agencies resulting in an expenditure of funds which could better be used on improvements and additional schools. The possibility of overlapping and frictional differences was inherent in the proposals. The Minister for Education, in pursuance of a policy of rapid devolution of power to local bodies, was desirous of deputing all deputy inspectors to local body service and the proposal was reported upon by the Director of Public Instruction. Finally, it was proposed as an experimental measure to transfer the deputy inspectors in 4 only of the 22 districts, along lines desired by the Minister and to reconsider the general question in the light of the experience at a later date.

9. The experiment has been reviewed from time to time. Where the local bodies have shown sympathy and an appreciation of the deputed officer's view point, the scheme has worked without great difficulty. In other cases the experiment has not been successful. Generally speaking the local bodies concerned have not been prepared to delegate sufficient authority to the deputy inspector to enable him

to carry out his duties; and his recommendations have too often been ignored. The powers of patronage are jealously guarded by local body members. The working of the scheme is again being re-examined by the Standing Committee of the Legislative Council. Although some have desired to revert to the old order leaving the larger local bodies to recruit for themselves an administrative officer, others have considered that the experiment should be extended to the province as a whole and that Government should relinquish the duty of detailed inspection.

III.—COMPULSORY PRIMARY EDUCATION.

10. The Primary Education Act (Compulsory) of 1920 followed the lines of the Acts passed in other provinces. The initiation of a scheme of compulsion rested with local bodies and not with Government. By rules made under the Act, Government promised a grant-in-aid amounting to half of the *additional* recurring and non-recurring expenditure entailed by the introduction of the scheme.

The introduction of compulsion, as shown by statistics (table V), has been slow. During 1927-28 an officer of the Indian Educational Service was placed on special duty to visit the larger towns and draw up schemes for them; and this is responsible for the recent acceleration in the preliminary work shown in the table under reference. A Government bill is now under consideration which will, if passed, enable the local Government to force a local body to introduce compulsory primary education.

11. In August 1921 a resolution was passed by the Legislative Council recommending that Government should prepare a programme for the expansion of primary education for the purpose of bringing it within the reach of every village within the rural areas of the Central Provinces and Berar within a period of 10 years from 1921-22. As a result of this resolution a committee consisting of an inspector of schools, an assistant inspector of schools and 3 members of the Legislative Council working under the general direction of the Director of Public Instruction was nominated by the local Government in November 1921 and produced its report in July 1923. The report was then published and opinions and criticism were invited, but only three opinions were received. The committee surveyed the existing building accommodation, school staffs, rates of pay, numbers enrolled and possible attendance under a scheme of qualified compulsion, in both rural and urban areas, for a primary school course designed to cover four years of vernacular education for children between the ages of 6 and 10. Such problems as co-education of girls and boys in the primary stage, the application of compulsion to girls, improved scales of pay for teachers, the double-shift system of classes, the best use to

which the existing staff of women teachers could be put, were all considered. Estimates of cost were worked out. With regard to the provision of funds the report states—

“We are not asked to suggest how funds should be provided. But in the course of investigation the inequality of treatment of various districts in the matter of grants could not escape attention, and a thorough overhauling of the distribution should result in the formation of some guiding principle.”

“It is equally striking that the most advanced districts are the ryotwari districts. Apparently the privileged position of the malguzars has not yet led them to assist in the spread of education. That this is a public duty reasonably required of them as holders of privileges secured by the State should be recognized by them voluntarily; or failing that should be imposed by the same power which conferred the privileges of their position—the State.”

12. For municipalities the estimates were as follows :—

I.—Non-recurring expenditure (excluding cost of sites).

Division.	Cost of buildings.	Equipment.	Total.
	Rs.	Rs.	Rs.
Berar ...	1,05,792	7,458	1,13,250
Chhattisgarh ...	45,024	3,752	48,776
Jubbulpore ...	1,77,695	14,788	1,92,483
Nagpur ...	1,70,424	21,460	1,91,884
Nerbudda ...	90,896	6,512	97,408
Total ...	5,89,831	53,970	6,43,801

II.—Recurring cost. (Based on average pay of teachers at Rs. 30 in cheap and Rs. 35 per mensem in dear areas; and 1 teacher for 30 pupils.)

	Annual cost of salary.	Pension contribution.	Contingencies.	Total.
	Rs.	Rs.	Rs.	Rs.
<i>Berar.</i>				
New staff ...	25,620	2,846	2,562	31,028
Present staff ...	46,212	5,134	4,619	55,965
Total ...	71,832	7,980	7,181	86,993

	Annual cost of salary.	Pension contribution.	Contingen- cies.	Total.
	Rs.	Rs.	Rs.	Rs.
Chhettigarh.				
New staff	12,960	1,440	1,296	15,696
Present staff	8,232	914	822	9,968
Total	21,192	2,354	2,118	25,664
Jubbulpore.				
New staff	47,160	5,240	4,716	57,116
Present staff	21,837	2,446	2,182	26,465
Total	68,997	7,686	6,898	83,581
Nagpur.				
New staff	87,060	9,673	8,706	1,05,439
Present staff	41,840	4,649	4,180	50,669
Total	1,28,900	14,322	12,886	1,56,108
Nerbudda.				
New staff	27,360	3,040	2,736	33,136
Present staff	24,054	2,673	2,403	29,130
Total	51,414	5,713	5,139	62,266
Total for Province.				
New staff	2,00,160	22,239	20,016	2,42,415
Present staff	1,42,175	15,816	14,206	1,72,197
Total	3,42,335	38,055	34,222	4,14,612

Rural areas.

13. The committee noted that half the population of the province lived in villages of less than 500 persons so that a school for each village was outside practical considerations. There were, however, 4,600 villages with a population of 500 or more living within a radius of $1\frac{1}{2}$ miles and estimates of the cost of providing the extra building needed and the additional staff (1 teacher for 40 pupils; average salary Rs. 25 and Rs. 30) formed the *maximum programme*, for which the figures were—

I.—Non-recurring cost.

	Buildings.	Equipment.	Total.
	Rs.	Rs.	Rs.
Pukka	46,76,000	4,50,000	51,26,000
Kutcha	23,38,000	4,50,000	27,88,000

II.—Recurring cost.

New schools.	Extra teachers.	Total recurring cost.
		Rs.
4,676	7,722	29,85,361

A *minimum programme* was also worked out for providing the schools needed for compulsory primary education in each of the 1,323 villages in the province containing 1,000 or more persons.

The non-recurring cost was—

—	Buildings.	Equipment.	Total.
	Rs.	Rs.	Rs.
Pukka ...	13,23,000	2,00,000	15,23,000
Kutcha ..	6,61,500	2,00,000	8,61,500

The recurring cost was—

New schools.	Extra teachers.	Recurring cost.
		Rs.
1,323	2,641	9,93,665

14. In March 1924 Government published a resolution on this report. The following extracts throw light on the problems dealt with:—

“In the quinquennium ending the 31st March 1922, the number of boys in primary schools fell by more than 27,000 from 269,452 to 242,065 and this decline was continued in the year 1922-23 there being 5,444 fewer pupils in that year in recognized primary schools than in the previous year. It is significant that in the year 1922-23 only 11 per cent of the total number of boys enrolled were in the highest primary class and only 5 per cent passed the primary examination. Taken in connection with the general decline in enrolment, the meagre attendance in the upper classes and paucity of pupils who pass the primary examination, these figures have special significance. In 1922-23 only 3,138 out of 8,273 teachers in recognized primary schools were trained. The latest figures show that there are nearly 600 single teacher primary schools out of a total number of 3,942.”

"Various causes have been advanced for the decline in enrolment. Unfavourable economic conditions and the non-co-operation movement are partly responsible. But there is no doubt that the root cause is to be sought in the apathy of the mass of the people towards education combined with the relaxation of official pressure. The problem of increasing attendance deserves the most earnest attention of local bodies. But perhaps even more pressing is the question of improving the education which the increased numbers should receive. It is impossible to view with satisfaction a condition of affairs in which only 11 per cent of the pupils enrolled reach the highest primary class and only 5 per cent attain a standard high enough to enable them to pass the primary examination. For it means that a mere fraction of the pupils ever acquire that minimum of literacy, upon the general attainment of which the essential progress of the people so vitally depends. To expect any wide dissemination of literacy when more than half the teachers have never proceeded beyond the vernacular middle standard and are untrained, and when large numbers of teachers are required to take two or more classes at a time, is to expect the impossible. It is imperative that the percentage of trained teachers should be largely increased. It is eminently desirable that adequate staffs should be provided for existing schools."

"The problem of primary education is therefore not merely one of drawing larger numbers of children into the schools. It is also one of giving them an adequate education once they have been admitted to schools. The application of the compulsory system would solve the first; the provision of sufficient trained teachers the second. But even if it were financially possible, it is doubtful whether immediate compulsion on any large scale would be a practical proposition, and financial considerations also impose limits on the immediate supply of a sufficient number of competent teachers. In the present stage of development widespread compulsion must be regarded as a counsel of perfection. But everything points to the desirability of a cautious application of the principle. While few local bodies have hitherto applied compulsion, several have begun to prepare schemes for its introduction in a few small selected areas. In many of the smaller municipal areas, compulsion could be introduced at comparatively little extra cost."

"Compulsion has obvious advantages. By ensuring that pupils will remain at schools for a definite number of years, it increases the chances of their attaining a minimum standard of literacy. It enables the size of classes to be increased and facilitates the concentration of the school-going population in institutions manned by a competent staff. It renders it possible to make full use of existing buildings and consequently to economise in new construction. Applied in a few suitably selected areas in the first place, the principle of compulsion is

calculated at once to promote efficiency in instruction and to make evident the benefits that education can yield. The local Government considers that in the cautious application of the compulsory principle the best hope of achieving general literacy lies."

"But the *raison d'être* of compulsion is the removal of illiteracy, and this cannot be effected without a full time system of primary education."

"The local Government is therefore of opinion that compulsion should be applied in municipal areas and in those places in rural areas in which its application will be attended with least difficulty and, in order that the compulsory system may be effective, it should be accompanied by the introduction or retention of the full-time system. Necessary alterations will be made in the Compulsory Education Rules with a view to providing for the latter object."

"The committee recommends that compulsion wherever it is introduced, should be applied in the first year to boys between 6 and 7 or 6 and 8 years of age, in the second year to boys between 6 and 8 or 6 and 9 and so on. They rightly point out that any attempt to place all boys in school between the ages of 6 and 11 on a fixed date would dislocate the class work by forcing boys of varying ages into class I and be likely to cause opposition by removing a certain number of boys from wage earning. Further it is urged that attendance for less than a period of three years is not likely to secure literacy. Government had already, before the publication of the committee's report, recognized the necessity of making provision for the gradual application of compulsion and had prepared a bill for the amendment of section 11 of the Central Provinces Primary Education Act which renders compulsory attendance between the ages of 6 and 11. This bill was published in the Gazette, dated the 1st December 1923, and was introduced at the last two sessions of the Legislative Council. The local Government deplores that this necessary improvement has been postponed by the action of the Legislative Council."

"The committee recommends that the supply of trained teachers should not be increased at present particularly because 'some districts are unable to supply posts for trained teachers on suitable salaries; in other words the present supply is greater than the province can afford to pay for'. In this connection reference is invited to the annual report on the state and progress of education in the province for the year 1922-23 (paragraphs 32 and 66) where it is stated that, although no less than 5,138 and 696 out of 8,273 and 860 teachers employed in board and aided schools, respectively, are untrained; in some districts trained teachers had found difficulty in obtaining employment, owing partly to the inability of the boards to pay adequate salaries and partly to the fact that the boards had confirmed untrained teachers. Consequently the question of limiting,

temporarily, the output from the normal schools had arisen. In the current year the admissions to certain normal schools have been restricted. The local Government, however, is prepared not only to remove the restriction on the output of trained teachers but to increase the supply, as funds become available, to meet the demand which the introduction of compulsion on an efficient basis must entail. On their side local bodies can increase their funds by raising cesses or imposing additional taxes, and thereby provide for more trained teachers."

"In regard to the pay of teachers under a scheme of compulsion, the committee based their estimate of cost on an average pay of Rs. 35 and Rs. 30 in dear and cheaper municipal areas, respectively, and Rs. 30 and Rs. 25 in dear and cheaper rural areas, respectively. These rates are, in the majority of cases, considerably in excess of the existing rates. Nor does the committee recommend that the average rates which they suggest should be immediately introduced. In the present financial condition of the province, the local Government is unable to commit itself to give grants based on these rates. But it is prepared to recognize the principle suggested by the committee that when new posts are created as a result of the application of the compulsory system, the pay of these posts should be fixed as a rule at scales higher than the existing minimum rates with a view to raising ultimately the average pay of the whole cadre of teachers and ensuring a reasonable flow of promotion for deserving teachers. It is essential however that such posts should be reserved for trained teachers."

"As regards the education of girls, the committee recommends that no attempt should be made to apply compulsion in their case, but throws out the suggestion that considerable advantages could be gained by educating boys and girls together in the primary stage in large numbers. The question of co-education was recently discussed by a conference of representatives of local bodies and the Education Department and it was resolved that while the curriculum for boys' schools is suitable also for girls and the present measures for the encouragement of the attendance of girls in boys' schools should be continued, there should be no departure from the present system of providing for separate girls' schools where there is a reasonable demand for such schools. It is the intention of Government to appoint a committee at an early date to report on the education of girls. Meantime, Government is prepared to encourage the attendance of girls in boys' schools, while continuing in accordance with existing policy to make provision for separate schools for girls wherever there is a reasonable demand."

"In conclusion, the local Government desires to emphasize that, while it favours an improvement in the quality of the teaching and the gradual application of compulsion, it has not altered its declared policy of taking the fullest advantage of the Primary Education Act. In drawing attention to the defects of the present system and in advocating the gradual application of compulsion, the local Government is actuated solely by a desire to ensure that full advantage is derived from the additional expenditure and the inconvenience caused to a large section of the population by the application of the principle of compulsion."

IV.—VERNACULAR MIDDLE SCHOOLS.

15. These comprise classes V, VI and VII and may be regarded as a continuation of the primary school. A vernacular middle school does not exist by itself but always in conjunction with a primary school both being under the same head master. Like primary schools vernacular middle schools are under the management of local authorities and the term "vernacular education" is used to include both vernacular middle and primary education. Vernacular middle schools are staffed mainly by teachers who have themselves passed through vernacular middle schools and have had a course of training in normal schools for three years. Fees in vernacular middle schools are low when compared with those in anglo-vernacular middle schools. Vernacular middle schools are not intended to lead up to high schools and in fact cannot do so because they end at class VII and high schools begin at class IX. Their function is to provide an inexpensive education for those who cannot afford to go to an anglo-vernacular middle school and so on to a high school, but who desire to study further than the primary stage. Some day the vernacular middle school may be regarded as the elementary school of the future, but that time is not yet.

16. A recent development has been the demand that English should be introduced as an optional subject into vernacular middle schools. It is urged that even a slight knowledge of English has a commercial and practical value, for example, it is necessary in sending or reading a telegram. The policy of Government is that district councils, under whom are the majority of vernacular middle schools, must first discharge their duty in providing vernacular education before they undertake the provision of English education. A compromise has, therefore, been reached whereby an English teacher may be attached to a vernacular middle school provided that his pay is met from extra fees and subscriptions and not from district council funds.

V.—ANGLO-VERNACULAR MIDDLE SCHOOLS.

17. These comprise classes V to VIII and are staffed mainly by teachers who have passed the high school certificate examination and have undergone a course of training for two years at Spence Training College, Jubbulpore. These schools are definitely preparatory to the

high schools and English is an important subject of the curriculum. At the close of class VIII pupils appear for the high school entrance and scholarship examination which is conducted by the department. This examination was instituted in 1917 and took the place of three special examinations: the examination of class VIII conducted by middle school head masters, the admission test to high schools conducted by high school head masters and the high school scholarship examination conducted to the department. The examination has been successful in weeding out unfit candidates from the high schools and in levelling up the standard of instruction in middle schools. Only recently criticism against this examination has been heard, the argument apparently being that as Government should encourage education any obstacle in the way of as many pupils as possible proceeding to high schools should be removed.

18. The general level of instruction in anglo-vernacular middle schools is at present fairly satisfactory in Government schools, but rather less so in aided schools. Care is taken to ensure that buildings, equipment and staff come up to a required standard. Some of the schools are maintained by Government, some are under private management aided by Government grants and some are maintained by municipalities. Those that are maintained by municipalities are aided by Government under the same terms as schools under private management. Municipalities are not encouraged to open anglo-vernacular middle schools until they have made adequate provision for primary education. District councils are not allowed to maintain anglo-vernacular middle schools as it is considered that their chief duty of providing primary education will take up all their available funds for many years to come.

Table III shows a considerable increase of pupils in anglo-vernacular middle schools during the decennium.

19. Reference is now invited to the note on the Curricula Committee of 1921 which recommended the reduction of the anglo-vernacular middle school course from 4 to 3 years. Government accepted this recommendation but on the advice of the Education Department removed the top class of the anglo-vernacular middle schools to the high school and thus hoped to raise the standard of educational attainments by the employment of teachers better qualified than those in anglo-vernacular middle schools. Public opinion was opposed to this policy. It was said that the poor pupil who could not afford to journey to another place for admission to a high school was being deprived of "higher" education. In the face of public opinion, no other course was possible but to abandon the policy (*vide* note on the High School Board in Part VII of this Memorandum).

VI.—HIGH SCHOOLS.

20. High schools comprise classes IX, X and XI and prepare pupils for the high school certificate examination which is conducted by a board called the High School Board. The work of the High School Board is discussed in Part VII of this memorandum.

The declared policy of Government is to maintain one Government high school in each district as a model high school. A departure from this policy has recently been made by the opening of a second Government high school in Berar district. Other high schools are under private management and nearly all of these are aided by Government grants of one-third of the approved expenditure. Government grants are sanctioned on approved schemes of expenditure proposed for a period of three years. Triennial schemes are prescribed in order to encourage managers of schools to look ahead and to provide for expansion and a progressive scale of pay for their teachers.

21. High schools are staffed by graduate teachers. In Government high schools nearly all are trained teachers who have undergone a year's training at Spence Training College, Jubbulpore. In aided schools a large number of high school teachers is still untrained.

By high school is usually understood a high school with a middle school attached to it forming one unit under the same head master. A recent tendency has been for Government to open additional sections of high school classes in Government high schools in place of middle school sections which are taken over by a municipality. The underlying idea is that Government is more capable of managing high school classes than are municipalities. One section, however, of each middle school class is always maintained in Government high schools, because it is considered necessary to maintain these as a model.

Table III gives statistics, number enrolled in high schools during the decennium. These are practically stationary. It is interesting to note that the wastage in this stage is far less than in the earlier stages. For example, in 1924-25 there were 1,927 pupils in class IX, whereas in 1926-27 there were 1,391 in class XI, *i.e.*, a wastage of 28 per cent only as against 47 per cent in the same period in middle schools.

VII.—THE HIGH SCHOOL BOARD.

22. Previous to the year 1922-23 the final examination of the High School course in this province was the Matriculation examination conducted by the University of Allahabad to which the Central Provinces Colleges also were affiliated. Consequent on the report of the Sadler Commission, the reorganization of that University was undertaken, and the area in which it functioned was restricted to the exclusion of this province. Thus arose the necessity for the creation of a provincial University and, in view of the recommendations of the Sadler Commission, of the Central Provinces High School Education Board.

The functions which that Commission recommended that the Board should fulfil were—

1. Prescribing courses.
2. Conducting examinations at the end of the courses and granting certificates.
3. Recognizing institutions for examination purposes.
4. Advising Government with regard to such institutions.
5. Administering Government institutions and grants-in-aid to those under private management.
6. Inspecting these institutions.

The last two functions were strongly opposed in a powerful minority note.

23. The Chief Commissioner of the Central Provinces in 1920 had expressed to the Government of India a preference for the minority view on the grounds that the majority view point unduly curtailed the powers of the Minister for Education and the Legislative Council for which an Education Standing Committee had already been provided. The United Provinces Bill had been drawn up on the lines of this minority view, but whereas the United Provinces Bill brought Intermediate Collegiate education under the Board, the Central Provinces Bill left this to be dealt with by the University of Nagpur when constituted. The Bill so drafted in consultation with the Minister, was placed before the Standing Committee of the Legislative Council after discussion with certain selected officials and non-officials. Both the High School Education Bill and the Nagpur University Bill were introduced during the September session of the Legislative Council in 1922 and referred to select committees. The former was passed by the Council in 1922 and the latter in 1923.

24. The High School Board was first constituted by a Notification dated the 24th September 1923. It consists of—

2 *ex-officio* members—

(Director of Public Instruction and a Secretary appointed by the local Government).

17 or 18 members nominated by the local Government.

7 Heads of High Schools.

1 Inspector of Schools.

1 Representative of the Training College.

1 Do. Female Education.

1 Do. Engineering.

1 Do. Agriculture.

1 Do. Commerce.

1 Do. Medicine.

1 Do. Local Bodies.

3 Representatives of minority communities.

3 Elected by Legislative Council.

7 Nominated by Nagpur University.

2 Co-opted by the Board.

25. The first meeting of the newly constituted Board was held in November 1923 when a draft set of regulations, prepared by the Director of Public Instruction (*ex-officio* President of the Board) and the Deputy Director of Public Instruction who had been appointed Secretary by the local Government was discussed. Arrangements were made with the United Provinces Board to conduct the High School certificate examination of 1924 on the lines of the Allahabad University Matriculation examination of previous years, on behalf of the Central Provinces Board. The latter body conducted its own examinations from 1925 onwards.

26. Previous to 1925 English had been the only medium of examination but from that year candidates were permitted to employ English, Urdu, Hindi or Marathi in accordance with the recommendations of the Curricula Committee, 1921. This added greatly to the complexity of the problem for all question papers were translated into all these vernaculars. The complaints however against the vernacular renderings were many and bitter. In 1926 the same method was adopted and again complaints were received. The Board then decided to issue only English versions of the questions, leaving candidates free as before to answer in a vernacular; and this policy was adopted in 1927. Though no difficulty appears to have been experienced by candidates in consequence of this arrangement, considerable opposition was raised in the press which erroneously inferred that Government intended to go back on its declared policy of employing the vernacular as the medium of instruction in high schools. The Board again considered the problem in 1927 and in a press note stated that in future History, domestic science, vernacular and classical language papers only would be supplied to a candidate in the language selected by him as his examination medium and that all other papers would be set in English only.

27. The following extracts are taken from the Board's reports:—
 "The results of the examination may be tabulated as follows:—

1925.

No. of candidates (excluding absentees) ...	1,150
No. of candidates who passed ...	406
Percentage of passes ...	35.3 per cent.
No. who passed in I Division ...	21
	5.4 per cent.
No. who passed in II Division ...	224
	57.3 per cent.
No. who passed in III Division ...	145
	37.2 per cent.

In the examination of 1924, 55 per cent of the candidates passed, 3.33 per cent of the passes being placed in the I Division, 44.83 per cent in the II and 51.83 per cent in the III Division.

The following statement shows the percentages of candidates failing in each subject :—

		Per cent.
English	...	33
Mathematics	...	33
History	...	39
Geography	...	41
Science	...	20
Indian Vernacular	...	8
Classical Language	..	21
Domestic Science	...	Nil.
Drawing	...	14

As this was the first High School Certificate examination in which papers were answered in languages other than English, the analysis should prove of interest :—

Medium of examination.	No. of candidates.	Percentage of passes.
1. English	657	36
2. Marathi	347	33·8
3. Hindi	131	39
4. Urdu	34	23·5

Subject.	Medium of examination.	
	English.	Vernacular.
	Per cent.	Per cent.
English	70 passed	56 passed.
Mathematics I	59 "	59 "
Mathematics II	72 "	74 "
History	58 "	56 "
Geography	50 "	76 "
Chemistry	84 "	88 "
Physics	58 "	76 "
Sanskrit	77 "	76 "

Though it would be undesirable, owing to the number of different factors involved, to draw too hasty conclusions from the above statement, it is clear that the pupil whose medium of instruction is the vernacular has suffered as far as English is concerned and it is curious that in the subjects, namely, History and Sanskrit, in which one would have thought the vernacular medium would have provided the better result, the advantage is slightly in favour of those whose medium is English."

1926.

"The result of the examination may be tabulated as follows :—

No. of candidates appeared	...	1,333
No. of candidates passed	...	425
Percentage of passes	...	31·8 per cent.
Passed in Class I	...	16
		3·76 per cent.
Passed in Class II	...	200
		47·06 per cent.
Passed in Class III	...	131
		30·82 per cent.

Number of failures in each subject—

English	...	504
		37·75 per cent.
Mathematics	...	597
		44·72 per cent.
History	...	375
		28·09 per cent.
Geography	...	365
		27·34 per cent.
Science	...	335
Vernacular	...	121
Classical Language	...	117
Domestic Science	...	Nil.
Drawing	...	80

The percentage of passes in the English medium and the vernacular media of examination works out at the same figure in each case. The results, however, cannot be utilized to arrive at any definite conclusion owing to the highly complicated influences at work. For instance the occurrence of a large batch of candidates from apparently very inefficient schools vitiates the figures. One point which emerges from all the reports on Hindi is the fact that literary Hindi is practically unknown to students in Chhattisgarh, and candidates from that division appear to labour under a considerable disadvantage when compelled to utilize that language as their vernacular."

1927.

"The results are tabulated below :—

No. of candidates appeared	...	1,530
No. of candidates passed	...	556 (private candidates 5)
Percentage of passes	...	36·3 per cent.
No. passed in class I	...	9
No. passed in class II	...	229
No. passed in class III	...	236
No. appeared in one subject	...	127
No. of those who passed	...	82

The percentage of passes in each subject is as follows :—

English	...	76 per cent.
Mathematics	...	56 „
History and Geography	...	70 „
Science	...	69 „
Vernacular	...	80 „
Classical Language	...	80 „
Drawing	...	75 „

*Number of candidates offering—

English Medium	...	520, 35 per cent passed.
Hindi Medium	...	251, 30 „
Marathi Medium	...	590, 35 „
Urdu Medium	...	42, 31 passed.

As stated in the reports of the previous years no conclusions can be drawn from these figures regarding the success or otherwise of instruction through the vernacular compared with instruction through English, owing to a variety of factors involved. For each medium there is at least one school in which the results are highly satisfactory and at least one other in which the standard attained is deplorable.”

28. The following extracts relating to the work of this Board are taken from the Education Department's annual reports :—

1923-24.

* * *

“The institution of the Board has provided an opportunity of bringing public opinion to bear in an increased measure on the problems of secondary education. Considerable powers (including the power of recognition of high schools and the prescription of courses of study and text books for high and middle schools) have been vested in the Board and the maintenance of an efficient standard of high school education now lies mainly in its hands. On the proper discharge of its responsibilities, the future not only of higher secondary education but also of University and professional training depends, for standards are determined by the quality of the output of the high schools. From the experience of the past year I have no reason to doubt that the High School Board will endeavour to maintain the high standard of high school education which this province inherited from its long connection with the University of Allahabad. The representatives of the young University of Nagpur and of the commercial and industrial interests can be trusted to ensure, so far as lies in their power, that University and professional education will not suffer from any lowering of the high school standard.”

* Compartmental candidates are omitted.

1924-25.

* * * *

"This Board, which came into being last year as a result of the Central Provinces High School Education Act, has functioned throughout the year in a way which shows that the hopes which were entertained regarding the services which such Board would render to the cause of secondary education in the province, are well on their way to fulfilment.

The High School Board has wide powers, which include the recognition of high schools, the prescription of courses of study, text-books and syllabuses and the conduct of the high school certificate examination; and the way in which, assisted by its various committees, it has carried out these duties throughout the year, is a happy augury for the future. All meetings have been well attended. They were characterized throughout by a spirit of cordial co-operation and the heavy agenda of some of the meetings was disposed of in a prompt and efficient manner. One of the ideas underlying the institution of the Board was that it would provide an opportunity for bringing public opinion to bear in an increased measure on the problems of secondary education. This it has done. For example, the transference of the top middle school class to the high school was unpopular with parents and with the public generally and its re-transference to the middle school was to a large extent the result of representations of members of the Board. This re-transference has given general satisfaction.

The expenditure of the Board during the year under review was Rs. 21,796, whilst the income from examination fees was Rs. 19,028, the net cost to Government being only Rs. 2,768."

1925-26.

"The year under review was the third year of the Board's existence and it is possible to take stock of the Board's activities and the part it plays in the system of education. Established by legislative enactment with a view to enlisting and organizing the co-operation of the various interests which are concerned with the products of the secondary schools—parents, teachers, the University, the professions, employers of labour,—the Board has applied itself with vigour and enthusiasm to the task of building up sound principles of secondary education. It has framed regulations for the recognition of schools and the conduct of examinations; it has prescribed courses; it has sanctioned text-books; it has discussed and expressed its opinion on various problems which have engaged or are engaging the attention of the Department. Much of the work has been laborious and exacting. The Board has not escaped criticism. Parents whose children have

failed to pass the High School Certificate examination and teachers whose pupils have not had the 'fortune' to foil the examiners have complained of the heaviness of the courses and the high standard of the examination. Such criticisms are inevitable. The Board, however, has set before itself and steadily maintained a high standard of education. As long as it maintains this standard, we may look forward with confidence to the development of secondary education, and the University and professional education which depend upon it, on proper lines."

During 1928 the constitution of the Board has been severely criticized and no less than 5 amending bills are now before the Legislative Council. The common feature in all these bills is a demand that election to the Board shall replace nomination by Government. Thus head masters of high schools and assistant masters of high and middle schools are to elect their own representatives. Further it is proposed that the educationist element be weakened and the non-educationist strengthened. Complaints against the official nature of the Board, as evinced by the fact that the Director of Public Instruction is *ex-officio* chairman, have been voiced in the Council and one bill seeks to give the Board appellate powers against the orders of the Education Department on matters connected with the promotion, transfer and punishment of teachers in Government schools.

VIII.—COLLEGES.

29. The number of colleges in the province of university standing is 7, viz., Morris College, Hislop College, Victoria College of Science and the Agricultural College at Nagpur, Robertson College and Spence Training College at Jubbulpore, and King Edward College at Amraoti.

The Morris College, Nagpur, was founded in 1885 as a memorial to Sir John Morris who was for nearly 15 years Chief Commissioner of the Central Provinces. Until 1915 the college was managed by a committee and aided by Government, but in that year the college became a Government institution. The college has over 500 students and a strong staff including 5 members of the Indian Educational Service of whom 3 are Europeans.

The Hislop College, Nagpur, originated in the work of the Rev. Stephen Hislop, the first missionary of the Free Church of Scotland to Nagpur. In 1884 the Free Church institution was raised to the status of a college and affiliated to the Calcutta University. In 1905 the college was affiliated to the Allahabad University and in 1923 to the newly established Nagpur University. The college is maintained by the United Free Church of Scotland and is aided by Government.

The Victoria College of Science has its origin in the Victoria Technical Institute which was established as a memorial to Queen Victoria. In 1909 it was raised to the status of a college and was affiliated to the Allahabad University and in 1923 to Nagpur University. The college is equipped and maintained by the local Government and new buildings and equipment are now being provided at a large cost. When completed next year it is believed that this college will be second to none of its kind in India.

Robertson College, Jubbulpore.—This college has its origin in collegiate classes which were attached to the Government high school, Saugor, in 1860. In 1873 the classes were transferred to Jubbulpore. In 1885 the classes were raised into a fully equipped college. In 1916 new buildings were opened which are situated four miles from the city of Jubbulpore in grounds extending nearly over 200 acres and overlooking a fine lake.

Spence Training College, Jubbulpore.—This college is a Government institution for training of teachers for work in anglo-vernacular middle schools and high schools. It was first opened in Nagpur as a training institution under Mr. Spence and in 1902 transferred to Jubbulpore. In 1911 the training institution was converted into a training college with staff for both post-graduate and undergraduate work, and a new building was constructed for it. When Mr. Spence retired in 1922 the Government re-named the college after him in view of his meritorious work in the college since its foundation. The college has two chief departments: (1) post-graduate department which trains graduate teachers for one year for the B. T. degree (formerly called the L. T. degree) of Nagpur University, and (2) the undergraduate department which has a two-year course for teachers who have passed the high school certificate examination. The graduates are intended for work in high schools and the undergraduates for work in anglo-vernacular middle schools.

The King Edward College, Amraoti, has its origin in the desire of the people of Berar to perpetuate the memory of King Edward VII. By 1922 approximately rupees two lakhs had been subscribed. Government, however, decided to bear the total cost of construction and equipment of the building and the amount raised by subscriptions was made available for the grant of scholarships. King Edward College is situated in open ground about two miles from the city of Amraoti and has accommodation for 400 students and hostel accommodation for 150 boarders.

The Agricultural College, Nagpur.—This college has its origin in the formation in 1888 of an agricultural class giving a two-years' course of education and situated on a government farm in Nagpur. In 1906 the agricultural class was replaced by the Agricultural College

and in the next few years a separate Agricultural Research Institute which included students' laboratories was erected. The course given at the college was at first a three-year course and the college itself conferred a diploma in agriculture. In 1916 the course was changed to one of four years and in 1920 this course was divided into two : (1) a certificate course of two years' duration and (2) a diploma course of four years' duration. The diploma classes of the college were admitted to the privileges of the Nagpur University in 1925 and the University now holds an intermediate examination in agriculture and an examination for the degree of bachelor in agriculture.

IX.—THE UNIVERSITY OF NAGPUR.

30. The following extracts from the report of the Education Department may be quoted as summarizing the development of the Nagpur University :—

1917—22.

"The University scheme.—As a result of the recommendations of the Central Provinces and Berar University Committee which sat in 1914 and 1915, definite proposals were submitted to the Government of India in 1917 for the establishment of a residential teaching university of the multi-collegiate type at Nagpur. To this Central institution were to be affiliated colleges situated in other parts of the Central Provinces and Berar. A site, 1,100 acres in area, was selected along the Kamptee road at a very short distance from the city and the civil station of Nagpur and approximately four lakhs of rupees were spent on its acquisition between 1918 and 1921. Plans were prepared by the local Consulting Architect to Government for spacious playing fields, university and college buildings, hostels, residential accommodation for the professorial, clerical and menial staffs, for a hospital, dispensary, co-operative store and other buildings. Further action was delayed first on account of the great war and afterwards by the publication of the Calcutta University Commission Report.

Final proposals have now been submitted in the form of a report and a draft University Bill which, with a few minor alterations, was introduced into the local Legislative Council during the September session, 1922. The Bill differs from the 1917 scheme in several important respects and is a compromise between the scheme and the recommendations of the Calcutta University Commission and of University legislation subsequent thereto. In the expectation of large monetary grants from Imperial revenues, the 1917 scheme provided for a residential teaching university. The provision of such funds, however, was prevented by the war and more recently by the Montagu-Chelmsford Reforms Scheme. Each province has now become

responsible for its own expenditure on university education, and it is realized that for several years to come the Central Provinces will have to be content with a less ambitious and costly type of university than was proposed in 1917. The university site has now therefore been abandoned and the Bill which has now been introduced into the local Legislative Council, provides for a university which at the outset will be of the examining, affiliating type with the colleges as the unit of instruction. The Bill is so framed, however, that the university may subsequently and without further legislation develop into a teaching and residential university by maintaining and managing colleges and hostels of its own or by taking over the management and control of existing colleges and hostels as the need arises and funds permit. Intermediate education will at the outset be under the control of the university and undertaken by the various colleges affiliated thereto. There is nothing in the Bill, however, to prevent the subsequent transfer of intermediate education from the University to the Board of High School Education created by the High School Education Act in November 1922 as a corollary to the University Bill. The Bill provides for a constitution consisting of a Court, an Executive and an Academic Council and a Committee of Reference. The Governor General is to be the visitor and the Governor of the Central Provinces the Chancellor of the University."

1922-23.

"The outstanding event of the year was the passage through the Legislative Council of the Nagpur University Bill. This measure was introduced in the Council in the August session when it was referred to a select committee. On the presentation of the select committee's report in November, the Council urged the desirability of further time for consideration and resolved on postponement till January. The necessity of obtaining the sanction of the Government of India to the moving of amendments created a difficulty which involved a further postponement from the January to the March session when the Bill was passed. The Bill, as passed by the Council, received the assent of the Governor General in Council on the 6th June 1923. . . . arrangements are under progress for the creation of the various bodies of the University, and it is anticipated that the University will be in working order by the end of the current year. Meantime arrangements for the conduct of the Intermediate and Degree Examinations of 1924 have been made with the United Provinces Intermediate Education Board and the University of Allahabad to which the colleges of this province have hitherto been affiliated.

The University of Allahabad with which the schools and colleges of the province have had the privilege of association during the last 31 years and which has been such a potent factor in their development,

has set an example of high standard which, it may be anticipated, the younger university will strive to maintain. The university will start its career without a habitation, and the problem of providing it with suitable accommodation will shortly have to be faced”.

1923-24.

“During the current year considerable progress has been made in elaborating the machinery of the University. A considerable number of statutes, ordinances and regulations had been provisionally made by the Vice-Chancellor in the exercise of his extraordinary powers. To revise and consolidate these and to frame new ordinances and regulations the academic and the executive councils appointed committees which prepared drafts covering practically the whole range of university functions under the Act, for the consideration of the two councils. A prospectus for the examinations of 1926 was published in time for the opening of the academic session during the current year.”

1924-25.

“In the year under report the University was able to complete its organization for the discharge of its statutory functions. The statutes, ordinances and regulations were completed and found their place in the first calendar of the University which was issued in November 1924, in which month the University also held its first convocation.”

1925-26.

* * * *

“(ii) The construction of the University office and Law College buildings was further advanced and the construction of a University Library building was begun. These two buildings will be completed in the course of the current year. Towards the former Government made a grant of one lakh and towards the latter, a grant of Rs. 65,000. The estimated cost of the former building is Rs. 2,25,000 and of the latter Rs. 80,000.

* * * *

(iv) The Law classes of Morris College were transferred to the University and constituted a University College of Law. The classes, however, are still being held in Morris College.

(v) The University agreed to establish an Information Bureau for students desiring to proceed abroad for further study and a committee was constituted for this purpose. This bureau will take the place of the Central Provinces and Berar Students' Advisory Committee.

- (vi) Statutes and ordinances necessitated by the creation of the faculty of agriculture and the admission of the Agricultural College to the privileges of the University were passed and the Agricultural College began to function as an affiliated college during the year under report.

* * * *

- (vii) Certain notable benefactions were made :

* * * *

- (x) The University provided an interesting and varied programme of extension lectures among which were lectures from Doctor Sir P. C. Ray, Mr. T. E. Harvey, Doctor K. N. Bhal, Doctor F. Muir and Doctor D. K. Bhandarkar.

- (xi) An interesting development was the establishment of the University Athletic Tournament in which all the affiliated colleges took part."

1926-27.

"Public interest in the University has been shown by subscriptions towards the building fund of the University and by benefactions for the founding of University scholarships and prizes. These, on the whole, have been disappointing and the time has not yet come when the gifts of pious benefactors, to which the Universities of Oxford and Cambridge owe so much, will make the Universities an autonomous body independent of aid from Government. Public interest in the University has been shown also by the keenness with which election to the bodies of the University has been sought, and by frequent comments in the local press, oftener critical than constructive, on the University and its activities, and by an increasing number of resolutions and questions and by the exercising of financial pressure in the local Legislative Council."

31. The officers of the University are—

- (1) the Chancellor (the Governor of the Central Provinces),
- (2) the Vice-Chancellor,
- (3) the Treasurer,
- (4) the Registrar,
- (5) the Deans of Faculties.

The authorities are—

- (1) the Court, which is the supreme governing body and consists of a large number of persons *ex-officio*, nominated and elected,
- (2) the Executive Council, which is the executive body of the University,
- (3) the Academic Council which has authority in academic matters and under which the Faculties and Boards of Studies function.

The University provides a four-year course leading to a degree. At the end of the second year and Intermediate examination has to be passed by students. The idea of Intermediate Colleges put forward by the Sadler University Commission has not found favour in the province.

The University is entitled to confer the following degrees: B.A., B.Sc., M.A., M.Sc. Ph.D., D.Sc., LL.B., LL.M., LL.D., B.Ag., and B.T. (bachelor of teaching, formerly called L. T., licentiate of teaching). No doctorates have as yet been conferred.

32. The examination results of the University are illustrated by the following extracts:—

Examination.	Percentage of passes in					
	1917-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
M.A. ...	40.3	40	62	81	100	83
M.Sc. ...	88.2	80	100	100	50	90
B.A. ...	33.1	54	41	64	44	47
B.Sc. ...	46.7	44	76	68	72	50
Intermediate ...	47.4	57	51	62	42	54
L.T. ...	...	84	92	100	95	96
LL.B. ...	...	79	70	58	65	50
Conducted by Allahabad University.				Conducted by Nagpur University.		

X.—SPECIAL INSTITUTIONS.

33. Spence Training College at Jubbulpore which trains teachers for work in high schools and anglo-vernacular middle schools has already been described. For the training of teachers for work in vernacular middle schools and in primary schools Government maintains normal schools at convenient centres. They admit after a competitive examination pupils from vernacular middle schools, and they provide a two-year course for primary school teachers with an extra year for those who are selected to be trained as teachers for vernacular middle schools. There are at present many teachers who have been trained at normal schools but who are still unemployed. One reason for this is that it is cheaper for local authorities to employ untrained than trained teachers. The passing of Local Self-Government Acts in 1920 and 1922 gave local bodies the right to appoint their own teachers without reference to Government. Government has been compelled to order the closing of one of its normal schools in order to reduce unemployment among trained teachers. This is remarkable at a time when primary education ought to be expanding by leaps and bounds.

34. The Engineering School at Nagpur trains subordinates for the Public Works Department and for general engineering. The Roberston Medical School trains sub-assistant surgeons for the Medical Department. The Department of Industries maintains a number of industrial schools at Nagpur, Jubbulpore, and elsewhere. The Rajkumar College at Raipur is an institution for the education of sons of Feudatory Chiefs and large landowners. The Agricultural Department besides maintaining the Agricultural Collège which has already been described, maintains an agricultural middle school at Powerkhara. This school was not at first successful, but after recognition of its course by the Education Department as equivalent to an ordinary anglo-vernacular middle school course for admission to high schools, the school has become very popular. The further development of agricultural education in the province is now under consideration and the report of the Royal Commission on agriculture is awaited, as it is desired to consider their recommendations with regard to agricultural education before embarking on a new policy.

XI.—FEMALE EDUCATION.

35. Problems connected with Female Education were fully investigated in 1916 by a mixed committee of officials and non-officials and their report formulated the policy which the Education Department subsequently followed.

The rate of advance has however been slow, as the following figures indicate :—

	1916.	1920.	1927.
Number of vernacular schools ...	333	350	364
Average attendance ...	12,782	15,437	17,236
Number of girls in boys' schools ...	16,035	16,953	16 710
Number of secondary schools ...	8	11	12
Average enrolment ...	218	343	753
Number of girls in boys' secondary schools.	7	13	36
	Rs.	Rs.	Rs.
Expenditure by Government on girls' education.	1,62,282	3,09,155	3,57,352

Government has retained responsibility for the education of girls but has encouraged private effort, under a grant-in-aid code, to open both primary and secondary girls' schools.

36. It was felt by the Department that changing social and educational conditions in the province rendered it necessary that the position should be again reviewed and efforts made to introduce a larger policy which might increase the rate of progress; and in a Resolution on the annual report of 1923-24 the local Government reiterated the intention that had been expressed in March 1924, in connection with the report of a committee which had investigated problems dealing with the introduction of Compulsory Primary Education, that a committee should be appointed to report on questions connected with the education of girls.

The matter was delayed as the Ministry had ceased to exist, but there were indications of a change of feeling in the Legislative Council and it was not improbable that the Ministry would be revived and the temporary administration of the transferred subjects by the Governor terminated. These expectations were not fulfilled and the question was revived after the administration of Education had been entrusted to the Hon'ble the Home Member.

37. A committee of 15 members was as a result called into existence in November 1926. It consisted of the Director of Public Instruction, 1 Inspectress of Schools, 1 Assistant Inspectress of Schools, 4 ladies connected with female education, the remainder being nominated from members of the Legislative Council and representatives of local bodies. The terms of reference included the practicability of improving and extending Primary and Secondary education for girls, the possibility of extending co-education in certain stages, the necessity for differentiating courses of instruction for girls proceeding to higher education from those for girls not so intending, and the desirability and practicability of transferring Government Primary and Vernacular schools for girls to local bodies. A questionnaire was issued to the chief educational officers, to all local bodies and a large number of persons connected with girls' and female educational institutions. The Chairmen of local bodies were asked to consult local opinion in order to obtain material for a representative reply. Just over a hundred replies were received but the committee reported that the majority of them, especially from non-officials, were too vague and too general to be of much use. The report adds "We were perhaps a little too ambitious and too optimistic in expecting anything else, for the details of educational administration, though the fact is not always realized by the general public, are essentially a matter for the expert". In all, the committee met 5 times before submitting its report and considered the present condition of female education in the Central Provinces and Berar

in detail before formulating its new proposals. They pointed out that nearly all the womenfolk of the province were still illiterate and that the general apathy towards the important subject of female education was consequent on the present situation being considered as inevitable. The pardah system, early marriage, and the attitude of elder women and of a large number of men, naturally conservative, led to the fear that education would destroy much that they revere in the traditional position of women in Indian society. On the other hand the education of boys was an economic necessity. Again, "Many earnest thinkers who are desirous of increasing the standard of literacy among women shrink from what they regard as westernization and the ultimate breaking down of the old long established and revered order, in the possible ultimate feminist demand for political and social emancipation. We come therefore to the position so clearly pointed out by the Calcutta University Commission that our men have accepted western education and western political theories for themselves, but fear the acceptance of either by our womenfolk." "The only solution must be a resolute attempt to achieve a real synthesis between the ideas and traditions of the west and the ancient and rooted ideas and traditions of India. An extension and improvement in the education of girls and women of the province along the right lines is a social and political necessity." "The advancement of India is bound up with the education of girls and unless active measures are taken to further their education and a public demand created, the general progress of the country must be impeded."

38. The report of the committee is summarized in 32 resolutions, the chief of which are given below :—

Resolution No. 3.—The co-education of boys and girls in schools education vigorous and active propaganda is necessary. We recommend that for this purpose a non-official publicity organization of committees of ladies and gentlemen interested in education be established with its headquarters at Nagpur and subsidiary committees in the district headquarters and smaller municipalities of the province, to work in co-operation with Government and local authorities.

Resolution No 3.—The co-education of boys and girls in schools should not be continued beyond the primary stage and no boys should be admitted to girls' schools at any stage of their education. But in places where there is not sufficient demand for girls' primary education to justify the opening of separate girls' primary schools, the present system of admitting girls to boys' primary schools should be continued both as a valuable means of propaganda to popularize female education and in order to procure the number of girls necessary to justify the opening of separate primary schools for girls

Resolution No. 10.—In order to encourage a demand for the secondary and higher education of girls, English may be taught as an optional subject in vernacular middle schools and girls taking English in these schools should be allowed to proceed to anglo-vernacular schools and be admitted to the class for which they are educationally qualified.

Resolution No. 13.—No scholarships or stipends should be granted to girls in primary schools to induce them to complete the primary stage of education.

Resolution No. 14.—There should be a liberal provision of scholarships for girls to be awarded on the results of the Middle School Scholarship examination, and tenable in Classes V, VI and VII of vernacular middle schools and in Classes V, VI, VII and VIII of anglo-vernacular middle schools.

Resolution No. 17.—The training of an adequate number of women teachers should be the special charge of Government. We therefore recommended that Government should continue to maintain its two Normal Schools for women as at present and should be prepared to extend these schools to meet any increased demand which may in the course of time arise for vernacular teachers. Government should continue also to aid normal schools for women which are opened as the result of private enterprise, subject to the usual conditions of recognition.

Resolution No. 19.—It is desirable that a woman teacher should, as far as possible, be recruited from, and employed in her own town or village.

Resolution No. 20.—It is essential that the pay of women teachers should be sufficient to render them independent.

Resolution No. 21.—No separate class or caste schools should be opened by Government or public bodies.

Resolution No. 22.—The usual provision should be made to meet the needs of communities differing in language by opening or aiding the opening of schools for separate languages.

Resolution No. 25.—The secondary education of girls should continue to be the special charge of Government and of private enterprise assisted by grants-in-aid.

Resolution No. 26.—The ultimate aim of educational policy should be to place the vernacular education of girls under the same

management and control as the vernacular education of boys, namely, local authorities and private institutions.

Resolution No. 27.—The opening of new vernacular schools for girls should be left to local authorities and to private enterprise assisted by grants-in-aid from Government.

Resolution No. 30.—If at the end of five years, Government is satisfied with the progress made by local authorities in opening vernacular schools for girls, we recommend that the whole position should be reviewed and that the following suggestions should then receive consideration:—That in order to enable local authorities to gain further experience and to encourage them to take over girls' vernacular education, Government vernacular schools for girls in district headquarters should be transferred to local authorities on the following conditions:—

- (1) that the municipality in the particular district headquarters agrees to take over the control and management of the school;
- (2) that the municipality is assisted in the control and management of the school by a special statutory committee with a definite proportion of local lady members, the Municipal Act being amended if necessary for the creation of such a committee;
- (3) that adequate safeguards be provided for the protection of women teachers in order to guarantee to the teachers employed by Government at the time of the transfer, such security of tenure, pay, pension, provident fund, promotion and other prospects as they would have enjoyed if the school had not been transferred to the municipality;
- (4) that the final decision on all questions of transfer, promotion and punishment of the existing Government staff shall remain with the Education Department as at present;
- (5) that the municipality shall be given the use of the school buildings, furniture, and equipment conditionally on the municipality maintaining the buildings, furniture and equipment in repair and returning them to Government if at any time they cease to be used for the purposes of a vernacular school for girls.

The report is now under examination by Government and the cost is being estimated.

39. The following table shows the number of schools for Indian girls and the number of pupils, during the last ten years :—

		1916-17.	1917-18.	1918-19.	1919-20.	1920-21.
Schools	...	355	359	381	379	374
Pupils	...	20,407	20,653	21,658	22,031	22,397

		1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
Schools	...	381	369	373	372	375	385
Pupils	...	22,601	22,471	23,655	23,466	24,570	26,194

In addition to the above, there were 18,620 girls reading in boys' schools in 1926-27 against 15,633 in 1921-22, giving an increase of 3.3 per cent as against an increase of 3.6 per cent during the previous quinquennium. Including girls in boys' schools, and excluding boys in girls' schools, the total number of girl pupils increased from 38,075 in 1921-22 to 41,175 in 1926-27. These figures represent an increase of 8.1 per cent as against an increase of 4.1 per cent during the previous quinquennium. The percentage of girl pupils to the total female population increased from .56 per cent in 1921-22 to .62 per cent in 1926-27.

The total expenditure on girls' schools rose by 12.1 per cent from Rs. 4,60,173 to Rs. 5,15,776 as compared with a rise of 102.6 per cent during the preceding quinquennium. The average annual cost for each school rose from Rs. 1,221 to Rs. 1,339, the Government share being Rs. 855 and Rs. 928, respectively. The average annual cost of each pupil fell from Rs. 20-5-9 to Rs. 19-11-0 of which the Government share was Rs. 14-6-8 and Rs. 13-10-3.

40. Of the 15,110 girls reading in boys' schools the majority are in the primary stage. Co-education in this stage flourishes partly owing to the system of paying bonuses to head masters for admitting girls to their schools, and partly to the fact that the instruction in the boys' schools must often be better than that in those girls' schools which are staffed by old men or untrained women. Bonuses are based on average attendance and vary in value according to the class in which the pupils for whom they are given are reading. It is doubtful

whether they are needed in the lower standards which are regarded as *crèches* by the parents. The number of pupils, in the first standard alone, is greater than in the whole of the remaining classes of the primary schools. During the quinquennium the total amount paid annually in bonuses rose from Rs. 4,000 to Rs. 4,322. The feeling regarding co-education varies in different parts of the province. In certain districts there is a definite feeling against it, but this feeling is gradually breaking down and the number of girls in boys' schools shows a growing demand for girls' education. One Inspectress remarks that "the people of Chhattisgarh.....are beginning to feel that girls are better in institutions of their own". The other Inspectress states that it is her "experience as an inspecting officer that the general public prefer to send their children to girls' schools to having them read in boys' schools. I have evidence that the girls themselves find a happier, more corporate life in their own schools than in schools for boys". Co-education, therefore, even in those districts in which it is least unpopular, cannot be regarded as more than a preliminary to the opening of separate girls' schools. But until the number of girls in each village is sufficiently large to justify the opening of girls' schools, co-education remains a valuable means of propaganda and an incentive to stimulating interest and creating a large demand for girls' primary education.

41. The following table shows the number of girls' primary schools and pupils during each year of the quinquennium :—

	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
Schools ...	313	317	314	318	324
Pupils ...	17,720	18 836	18,236	19,087	19,900

It will be noticed that the number of separate girls' schools has increased slightly and that at the end of the quinquennium the number of girls in these schools exceeded the number reading in boys' schools. The results of the primary examination also show improvement, there being 1,049 successful candidates out of a total of 1,817 in 1926-27 as against 523 out of a total of 937 in 1921-22. The problem, indeed, appears to be to retain the girls in the school until they have passed the two lowest standards. Once they have entered the third class they get interested in their work and desire to stay at school and in many cases the parents acquiesce in their desire.

The following table shows the number of vernacular middle schools and pupils during the quinquennium :—

	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
Schools ...	36	35	36	37	40
Pupils ...	3,650	3,645	3,891	4,146	4,883

During the last five years the number of girls reading in Anglo-Vernacular Middle schools stage has increased from 489 to 677 while the corresponding figures for the High School stage are 74 and 143.

42. The following extract is taken from the Education Departmental Report of 1922-27 :—

“*Staff.*—In this Province one of the great difficulties—perhaps the greatest—in female education is to create and maintain an adequate supply of trained and efficient teachers. The field of recruitment, already narrow because of the small number of educated girls, is further restricted by social customs, early marriage and a still prevalent prejudice among the well-to-do educated classes against teaching as a profession for girls. The result is that women teachers, particularly in the primary schools, generally come from the poorer classes. But during the years under review the total number of teachers has increased from 661 (of whom 270 were trained), in 1921-22 to 731 (of whom 364 were trained) in 1926-27. A large percentage of teachers still remain untrained. Many of these are ‘past middle age and past all likelihood of absorbing modern ideas of teaching or benefiting in any way by training’. Their schools suffer accordingly. But with regard to the increasing number of trained teachers both Inspectresses observe that the standard of teaching, of discipline and tone is slowly but steadily rising. Various devices are adopted to protect the women teacher in the villages. If she is married, every endeavour is made to train her husband as a teacher and to provide employment for him in the same village. Wherever possible quarters are provided for unmarried or widowed teachers. More are urgently needed because of the high rents in certain districts and of the unwillingness of villagers to let their spare rooms. As far as possible, unmarried or widowed teachers are employed in their native villages. The total number of sanctioned posts in the Government vernacular cadre for women teachers has increased from 703 to 747.”

XII.—MUHAMMADAN EDUCATION.

43. The Muhammadan population forms about 4 per cent of the population of this province. During 1926-27 Muhammadan pupils attending schools formed 9.5 per cent of the school going population.

The following comparative table gives the number and distribution of Muhammadan pupils :—

Class of institution.	Number of Muhammadan pupils in the year						Percentage of increase or decrease in the totals.
	1921-22.			1926-27.			
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
Colleges ...	68	...	68	118	...	118	+42·3
High Schools (High department).	315	...	315	423	1	424	+34·2
Anglo-Vernacular Middle School and Middle department of High Schools.	1,591	4	1,595	2,777	1	2,778	+74·1
Vernacular Middle Schools.	1,080	11	1,091	1,018	22	1,040	-4·7
Primary Schools ...	21,056	4,719	25,775	28,483	3,044	31,527	+22·3
Normal Schools ...	168	1	169	127	1	128	-24·2
Other Special Schools	41	30	71	178	44	222	+212·7
Total ...	24,819	4,765	29,084	33,124	3,113	36,237	24·5

Expressed in percentage the above figures give the following proportions in the various stages of instruction in 1926-27 :—

Stage of instruction.	Boys.	Girls.
College stage ...	·4	...
High stage ...	1·2	...
Middle stage ...	11·6	·8
Primary stage...	86·8	99·2
Total ...	100·0	100·0

44. There are 5 Muhammadan high schools in the province and of these, 1 is maintained directly by Government. The number of Anglo-Urdu Middle schools is 11 in addition to which there are 4 Anglo-Urdu Middle school departments attached to Anglo-Marathi schools maintained by Government. Berar is the only division in which Government directly maintains Anglo-Urdu schools (1 high, 4 Anglo-Urdu Middle and 4 Anglo-Urdu Middle departments) but liberal grants-in-aid are given to schools maintained by Anjumans. Government has reserved 19 middle and 16 high school scholarships at enhanced rates for Muhammadans who are also eligible for all open scholarships. A special Urdu normal school is maintained by Government at Amraoti in which 90 students are trained at a time as Urdu school teachers.

Of the 582,032 Muhammadans in the province 245,024 are inhabitants of Berar. The large Muhammadan population of Berar is due to the fact that it was long under direct Muhammadan rule and still technically forms part of the Nizam's dominions.

XIII.—THE EDUCATION OF DEPRESSED AND BACKWARD CLASSES.

45. A list is given below of the principal untouchable classes (1921 census). Owing to the omission of minor castes the number of untouchables is greater than that shown therein. Even without allowing for this the figures show that despite the teaching of social reformers there are no less than 19 per cent of the inhabitants of the province whose touch is pollution to an orthodox caste Hindu :—

Caste.	Strength.
Balahi	... 43,518
Basor	... 44,046
Chamar	... 881,674
Dhobi	... 165,624
Ganda	... 144,585
Katia	... 37,950
Kori	... 38,208
Kumhar	... 121,408
Madgi	... 7,829
Mala	... 6,080
Mang	... 84,239
Mahar	... 1,170,737
Mehtar	... 13,448
Panka	... 206,513
Total	... 2,965,859

In addition to the untouchables the Forest and Hill tribes must be regarded as backward educationally. They number (1921 census) 3,261,657. The most important tribe is that of the Gonds whose total of 2,109,583 comprises two-thirds of the total strength of the group and more than one-eighth of the population of the province. The Gonds who were at one time the dominant race throughout the province have gradually yielded up the open country to Aryan invaders and are chiefly to be found in the plateau districts and in the colder parts of the province.

The criminal tribes have a much smaller number than the depressed classes or the Forest and Hill tribes, but are more backward educationally.

46. The following extract is taken from the Education Departmental Report of 1926-27 :—

"The total number of pupils of all backward classes reading in recognized institutions has arisen by 13.4 per cent from 35,134 in 1921-22 to 39,856 in 1926-27. In addition to the above 821 pupils are reported

to have been reading in unrecognized institutions in 1926-27. These figures include (a) pupils from the depressed classes, *i.e.*, classes with which the idea of pollution is associated; (b) pupils from aboriginal and hill tribes; (c) pupils from criminal tribes. The numbers of each are shown below:—

(The figures exclude those of the Feudatory States.)

Classes.	Total number under instruction.	
	1921-22.	1926-27.
Depressed classes	28,919	34,531
Aboriginals or hill tribes	5,993	5,157
Criminal tribes	222	168
Total	35,134	39,856

The educational position of each of these classes is shown under the appropriate headings in the following statement:—

	Males.	Females.	Total.
(a) Depressed classes—			
Population (1921 census)	1,320,349	1,355,457	2,675,806
Pupils	34,002	529	34,531
Percentage	2·57	·04	1,294
(b) Aboriginals and hill tribes—			
Population (1921 census)	1,238,314	1,299,459	2,537,773
Pupils	4,961	196	5,157
Percentage	·4	·01	·2
(c) Criminal tribes—			
Population (1921 census)	264,403	259,693	524,096
Pupils	161	7	168
Percentage	6	·003	·03

The following statement shows the number of pupils under each of the appropriate heads in the various stages of instruction :—

	1926-27.			1921-22.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.
(a) <i>Depressed classes—</i>						
College stage ...	16	...	16	8	...	8
High stage ...	59	...	59	30	...	30
Anglo-Vernacular middle stage ...	735	...	735	592	9	601
Vernacular middle stage ...	284	3	287			
Primary stage ...	32,602	521	33,123	26,236	1,930	28,098
(b) <i>Aboriginal and hill tribes—</i>						
High stage ...	1	...	1	4	...	4
Anglo-Vernacular middle stage ...	8	...	8	8	...	8
Vernacular middle stage ...	312	...	312	156	1	157
Primary stage ...	4,632	196	4,828	5,627	197	5,824
(c) <i>Criminal tribes—</i>						
Vernacular middle stage ...	19	1	20	13	...	13
Primary stage ...	142	6	148	208	1	209

“Depressed classes pupils do not always obtain admission to the local schools without a struggle. But two tendencies have become increasingly manifest during the quinquennium (1922-27). First, the depressed classes have evinced a growing consciousness of their educational and social disabilities and a growing assertion of claims to social and political recognition. In Chhattisgarh, ‘where some of the School committees discourage the attendance of the depressed class boys in their schools’, the Deputy Inspector reports that ‘the Chamars and Mahars are showing signs of bitterness and resentment against the higher castes and appear to be anxious to improve their social status, but they do not seem to realize the importance of education as a means of their social uplift’. The latter part of his statement finds support in the fact that in Jubbulpore Circle very few girls of the depressed classes ever enter a school and those who do are mostly in the lowest primary class, that few boys, even of those who pass the primary examination, care to proceed further and that, consequently, the middle school scholarships reserved for depressed class boys are rarely, competed for. In Nerbudda Circle, ‘there is no prominent movement amongst the depressed classes,’ elsewhere the consciousness of their disabilities is accompanied by a healthy activity. In the Nagpur and Berar Circles the depressed classes are beginning to manifest a determination to work for their own amelioration and to endeavour to secure recognition of their efforts by grants from Government. In Nagpur Circle, for example, a primary school was started in 1923 by the Central Provinces and Berar Depressed Classes Education Society for the education of Mehtars. In Berar the depressed classes community ‘seem to be making special persevering efforts to establish hostels wherever they can’. And both in the

Nagpur and Berar Circles there has been considerable progress in the education of the depressed classes. In both circles, however, the depressed classes are still too prone to rely almost exclusively on Government aid. The second tendency has been a growing recognition on the part of the more advanced classes of the claims of the depressed classes."

"Two incidents illustrating these tendencies were recorded in the annual report on education in 1923-24. The first tendency is illustrated by an incidence in the village of Bela in the Nagpur district where boys from the depressed classes were required to sit in the verandah of the primary school apart from their fellow pupils. The community bitterly resented this and claimed equality of treatment. On meeting with no response, although there was plenty of accommodation in the main school, they opened a school of their own. Both tendencies are illustrated by a second incident. Competition for admission to the Patwardhan High School, Nagpur, is so great that candidates are selected for admission to class V on the results of the Primary Certificate examination; and candidates for admission to class VIII on the results of the High School Entrance examination. In 1923-24 a representative of the depressed classes in the local Legislative Council moved that 'pupils of the depressed classes should be admitted to the Patwardhan High School irrespective of the number of marks they obtained'. The resolution was carried by a large majority. The same tendency towards a breaking-down of prejudice is reported by the Inspector of Schools, Nagpur, who says that in one of the municipal primary schools at Wardha, 'some Mehtar boys were receiving instruction along with the boys of other castes, without any distinction'. And in Berar the Inspector notes that 'both in vernacular and anglo-vernacular schools one now sees Mahar boys sitting side by side on the same bench with Brahmin children'. The two classes meet in the class room and on the play-ground. 'The distinction with regard to food and drink have, however, not altered very much.' The Mahar community in Berar is reported to be alive to the need for progress and 'to be sparing no effort to arouse both its own people as well as the higher castes to the need for closer co-operation in raising both the social and religious status of the community.' Opposition is, of course, still encountered and prejudice still lingers, but there has been a notable advance towards a more politic regard for the claims of the depressed classes."

"Besides gaining admission to schools maintained by Local Bodies, the depressed classes receive education in Mission schools and in their own schools. Several of these schools have received grants-in-aid from Government. The Depressed Classes Mission Society maintains nine primary schools with 386 pupils. In 1926-27 the total expenditure on these schools was Rs. 5,407. The Chokhamela, Nagpur, maintains one primary school with 36 pupils and spent

Rs. 372 on it in 1926-27. The Young Men's Christian Association, Nagpur, has opened a number of night schools for workers in the Empress Mills, many of whom are members of the depressed classes."

XIV.—EUROPEAN EDUCATION.

47. The European and Anglo-Indian population of the Central Provinces and Berar numbers 9,466. Assuming 15 per cent as the proportion which should be in school we get the figure 1,420. The total number of pupils enrolled in European and English Teaching Schools is 2,388. Of these only 1,707 are classed as European and Anglo-Indian. The balance consists chiefly of Goans, Parsis and Indian Christians; but an increasing number of children of well-to-do Hindus and Muhammadans also attend. 764 European pupils are boarders and reside in school hostels. In schools classed as "European", the percentage of non-Europeans may not exceed 25 per cent. "English Teaching Schools" may admit 75 per cent of non-European pupils. There is however no difference whatever in the administration of these schools both being "Reserved" and in the portfolio of the Hon'ble Member for Finance.

48. The educational system consists of a Kindergarten class, classes I—IV which form the Primary schools classes V—VII, the Middle school; and classes VIII and IX the High school. The total courses is thus of 10 years' duration as against 11 years for Indian schools. At the end of the Middle and High School courses a Departmental examination was formerly held for the award of scholarships and a certificate—the High School Certificate—was granted. From 1928 these Departmental examinations have been abolished and the Cambridge Junior and School Certificate examination substituted. The main advantages claimed are that a transfer to another province or transfer to England does not break the continuity of study since European schools in India and many schools in England send up pupils for the Cambridge examinations; and these examinations are more widely recognized and accepted than a departmental provincial examination.

The following figures assist in a comparison of European with Indian schools in the Central Provinces.

European Schools.	Indian Schools.
1. Tuition fees in primary classes, Rs. 25 per annum ...	From nil to annas 12.
2. Tuition fees in secondary schools, Rs. 72-3-0 ...	From Rs. 12 to Rs. 42.
3. Average cost of education per pupil per annum in—	
(a) Primary schools, Rs. 79-5-0 ...	Rs. 10-13-0.
(b) Secondary schools, Rs. 201-5-0	Rs. 58-1-9.

4. Cost to Government of—

- (a) Above Rs. 20-8-0 ... Rs. 6-4-0
 (b) Above Rs. 61-7-0 ... Rs. 28-12-0.

5. Cost to hostel boarder per mensem Rs. 25 ... Rs. 9.

49. The Central Provinces Government does not maintain directly any school for the provision of education for Anglo-Indian and European children. There are, however, 7 High, 10 Middle and 17 Primary schools maintained by the Anglican or Roman Catholic Church or by Indian Railways and aided by the local Government under a grant-in-aid code. The extent of the provision is shown by the following figures, the total number of schools being constant for the period :—

Year.	1916-17.	1921-22.	1926-27.
Number of pupils in attendance at European and English teaching high schools.	68	104	164
Number of pupils in attendance at European and English teaching middle schools.	398	427	468
Number of pupils in attendance at European and English teaching primary schools.	1,130	1,312	1,756
Cost, after deducting fee income, met by Managers.	Rs. 36,260	Rs. 53,113	Rs. 95,131
*Direct expenditure by Government ...	75,631	97,220	74,845

* (Excluding building grants).

50. In the budget session of the Legislative Council, 1921, several reductions were moved, the chief being Rs. 26,500 which was the whole provision for European orphan and indigence grants; and a lump reduction of Rs. 35,000 under expenditure on European schools. During the debate Government frankly admitted that European schools and pupils had received preferential treatment over Indian schools. The maintenance and building grants to the former were half as against one-third of the approved expenditure of the latter; the rates of scholarship were generally higher; special grants were paid to schools and their hostels for the boarding and education of Anglo-Indian children whom a District Magistrate certified as practically destitute; also for the assistance of children of poor Europeans living in out of the way places.

The principle of allowing privileges to particular classes of Indians, (e.g., Muhammadan and Depressed Class pupils) and to minority communities (e.g., a half expenditure grant to the Bengali school in Nagpur) had long been accepted by Government who could not agree to the immediate withdrawal of privileges from the Anglo-Indian community whose education was classed as a "reserved" subject under the Reforms. If the budget cuts were carried the schools would be financially embarrassed and European education would suffer,

The introduction of the Reforms was however a suitable opportunity of examining the case for preferential treatment to European schools and Government proposed to appoint a committee of Europeans and Indians to consider the whole question of Anglo-Indian educational expenditure. On this promise, the budget was passed.

51. The Governor in Council nominated a committee in June 1921, to consider the differential treatment of European schools in respect of grant-in-aid from Government, and to state what modifications, if any, of these principles or the application thereof, was desirable. Five Indians were nominated and the Inspector of European Schools acted as Secretary. The 5 Indian members were members of Legislative Council and included a Muhammadan. Three of the Europeans were Head Masters of European High schools, another represented the Bengal-Nagpur Railway Company's schools, and the fifth was the nominated representative of the Anglo-Indian community in the Legislative Council who was elected Chairman of the committee.

The chief recommendations of the committee were—

- (i) Maintenance grants already assessed for the quinquennium ending March 1925 should not be reduced and the existing grant-in-aid rules should continue in force till that date to allow schools to adjust their finances.
- (ii) After 1925 there should be no difference in the grant-in-aid codes for European and Indian schools. Schools carried on in special circumstances or peculiar difficulties should be generously treated under the code.
- (iii) The Finance Member promised in consultation with the Director of Public Instruction to consider whether economy could be effected by amalgamating certain European schools. The committee agreed, provided no loss of efficiency in European education was involved.

52. The recommendations were all accepted and adopted by the local Government though protests were received from the local branch of the Anglo-Indian and Domiciled European Association.

The effect of the reduction of maintenance grants from half to one-third the approved expenditure has been a saving to Government of about Rs. 27,000 per annum. The amount has almost been made good by an increase of fee receipts. To a slight extent the policy has resulted in reducing facilities for European education in Saugor and Kamptee where a High school was reduced to a Middle and a Middle to a Primary school. The number of pupils concerned is however small and expenditure on the maintenance of the higher classes was not justified. Diffusion of effort has long been a characteristic of European education in this province, militating against efficiency; but so long as the Anglican and Roman Catholic Churches maintain separate schools it is impossible to effect any further concentration.

XV.—THE EFFECT OF THE NON-CO-OPERATION MOVEMENT ON EDUCATION.

53. The number of students who left colleges owing to non-co-operation in 1920-21 was 225 out of a total number enrolled of about 1,250 or about 18 per cent. The number who left Anglo-Vernacular (High and Anglo-Vernacular Middle) schools was about 3,200, *i.e.*, about 15 per cent of the total number enrolled. The total number who left vernacular schools was estimated to be about 3,000 or about 1 per cent of the total enrolment. The last figure is, however, only a rough approximation as it is difficult to get reliable information regarding the cause of absence of boys from vernacular schools.

54. The following is a note written at the time on the "National Schools" which were started to attract pupils away from institutions recognized by Government :—

"So far as my information goes, the following are the particulars of the so-called 'National Schools' which were opened :—

Circle.	Anglo-vernacular schools.		Vernacular schools.	
	No.	Pupils.	No.	Pupils.
Nagpur ...	12	1,860	36	...
Jubbulpore ...	5	600	16	700
Berar ...	16	720	13	440
Nerbudda ...	2	60	20	...
Chhattiagarh ...	3	300	...	...
Total ...	38	3,540	85	...

As in the case of non-co-operating students, the numbers are by far the greatest in the Nagpur Circle. Most of the boys who left the schools in Nagpur city have joined the 'Tilak Maha Vidyalaya High School' which has about 1,000 pupil and about 20 teachers. The schools at Saoner., Hinganghat and Bhandara are all reported to have over 100 pupils each."

"The staff of these schools consists mainly of pleaders who have suspended or failed to obtain practice or non-co-operating students from colleges and secondary schools. In most of the schools the courses prescribed are much the same as in recognized schools, but lectures on politics and classes in spinning are generally arranged and also, in some places, carpentry. National songs are taught and in some, *e.g.*, the Nagpur Ashram, students have been put through an intensive training for propaganda work. Discipline and organization are

conspicuous by their absence; accommodation and equipment are of the poorest; regular teaching can hardly be said to take place except in very few. None rests on a secure financial foundation; they lead a hand to month existence on funds raised by subscriptions, in some places collected by means of house to house visits by the students. There is a general opinion that the majority will collapse from lack of funds; indeed several have collapsed already. In one so-called Anglo-Vernacular school with two teachers, the Head Master is said to be usually absent, collecting funds, while the assistant who is not even a matriculate remains in charge of the five classes whose curriculum ranges (theoretically) from the lowest English to the matriculation class. The Chhattisgarh Inspector writing of these schools, remarks 'except that they want to inoculate students with big dose of their cult, it is difficult to see what purpose they have in view. The schools under the department need have no fear of being out-classed by schools run by amateurs on unbusinesslike lines and with no definite educational purpose.'

"In fact, the attempts to start and maintain these 'national schools' can only be described as pathetic. All who are interested in the education of the country would probably welcome sincere attempt at the establishment of educational institutions aiming at the production of useful citizens on new lines, independent of Government grants and supplementary to Government and Government-aided institutions, but the success, or rather lack of success, so far achieved holds out no future promise for such independent efforts in this province."

The collapse of the non-co-operation movement involved the collapse of the "National Schools" and the return of pupils to institutions recognized by Government.

XVI.—THE CURRICULA COMMITTEE, 1921.

55. In reply to question in the Legislative Council, Government stated that the revision of the Curricula of Primary and Secondary schools was under consideration. It was proposed to publish a communique, inviting criticisms and suggestions on the existing curricula and to appoint a committee to consider the matter. In the following April a Press Note was accordingly issued to the general public, setting out the curricula in force in boys' and girls' schools and suggesting that replies should deal primarily with subjects to be taught and the media of instruction.

A committee of 20 members was nominated by Government on the 5th August 1921 and submitted its report at the end of October that year. It consisted of 5 non-official members of the Legislative Council, 9 officers of the Education Department of whom 3 were Europeans; and 5 non-officials engaged in educational work.

The Director of Public Instruction acted as Secretary and a non-official member of the Legislative Council was elected Chairman. Of the 20 members, 5 were Europeans, 3 Muhammadans and 12 Hindus.

56. Before the first meeting the Director of Public Instruction prepared a memorandum, summarising the opinions (about 100) he had received in response to the Press Note and dealing with the chief points for consideration, under the following heads:—

1. *Nationalization of Curricula.*—None suggested the exclusion of English language or western culture and none proposed the development of Indian classical languages or a form of education of an essentially oriental type. Increased attention to Indian History (which should be compulsory in all schools) and to the lives of great Indians particularly contemporary politicians—was proposed and also the encouragement of Indian vernaculars especially Hindi.

2. *Vocational Training.*—A general and strong desire for vocational courses in ordinary schools was expressed. Only two emphasised the need for a “liberal” education.

3. *Shortening the school courses.*—Almost all considered that the courses should be shortened but few pertinent suggestions regarding ways and means were received.

4. *Medium of instruction in Secondary schools.*—A large majority favoured the use of the vernaculars till the end of the High School course. It was pointed out in the memorandum that the following points needed consideration:—

- (1) The requirements of university and higher education.
- (2) The dearth of vernacular text-books.
- (3) The difficulty teachers experienced in teaching through medium other than that in which they themselves studied.
- (4) The variety of vernaculars found in the same school room.
- (5) The possible consequent deterioration in English.

Against the above were—

- (1) Strain involved by instruction through a foreign language.
- (2) The resulting confusion of thought and cramming.
- (3) Retardation of progress in studies.
- (4) Possible neglect of vernacular culture and divorce of the educated from other classes of the people.
- (5) Teachers should be more competent in their vernacular than in English.

(5) *Primary and Vernacular Middle School Curricula.*—This matter was considered by the Education Department in 1915 when the production of a new set of Vernacular school reading books was dealt with. The aim of the Department was a liberal rather than

a solely utilitarian education. Replies suggested the introduction of a general information course which should enable the department to excluded Geography, Nature Study, Civics, etc., from the curriculum. A desire was widely expressed for the introduction of English into these schools.

6. *Anglo-Vernacular Middle School Curriculum*.—A Departmental committee discussed this subject in 1920 and considered that nothing could be cut from the course, but that further provision of manual training was desirable.

Replies indicated a desire for a more popular and extensive syllabus of Elementary Science and a modification of the Mathematics syllabus.

7. *High School Curriculum*.—The memorandum referred to the recommendations of the Sadler Commission but the replies received had contributed very little to this subject.

8. Separate notes were supplied on—

- (a) The place of English in the school curricula.
- (b) The position of science in the school curricula.
- (c) Religious and moral instruction.
- (d) The bifurcation of school courses.

The recommendations of the committee were formulated in 78 resolutions and these were submitted to Government with the report.

The main recommendations were—

1. History, Geography and Literature should be directed so as to stimulate in pupils a love of thier country and a wish to participate in her advancement.

2. Hindi should be encouraged in Marathi Schools.

3. Provision for religious education and observance in accord with the wishes of parents should be made in all schools under public management.

4. Increased attention should be paid to physical training and elementary "military" drill should be compulsory in all secondary schools.

5. Cultural education should not be sacrificed to utilitarian aims; but all pupils should perform some manual work.

6. There should be a succession of vocational schools to which pupils may be diverted at various rungs of the educational ladder.

7. The medium of instruction in all subjects except English should be the vernacular up to the close of the High School stage. The vernacular employed in a school should be the mother tongue of the majority. If the minority is large, provision for instruction in

their vernacular also should be made. If small, arrangements to acquaint them with the vernacular of the majority should be made at any early date.

8. The change over to vernacular media should be regulated by the supply of teachers and text-books; but Government should take steps to expedite it.

9. Non-Government schools should be free to select their own medium—vernacular or English.

10. The Primary school course should be shortened from 5 to 4 years; the Vernacular Middle school course lengthened from 2 to 3 years and made identical (English being an optional subject) with the Anglo-Vernacular Middle course which should be reduced from 4 to 3 years. The High School course should remain unchanged (3 years). Thus the total course from the beginning of the Primary to the end of the High School course would be spread over 10 years as against 12. No reduction of attainments was proposed.

11. Differentiation between rural and urban schools curricula was not recommended. Teachers with ability to adapt themselves to rural surroundings were necessary.

12. In the High School course, the study of a vernacular should be compulsory.

Other resolutions dealt with subjects to be taught but involved no radical change in the courses then existing and recommended a compartmental system of examination at the conclusion of each stage.

58. In commenting on the report, the Director of Public Instruction stated—

“National Education.—Regarding national education I am in general agreement with the committee, whose views will, I believe, commend themselves to those who wish to adapt our courses more closely to the needs of the country. Those who hope by “national” education to inculcate racial hatred and revolutionary doctrines will find no support from the committee.

“Vocational Training.—On the leading principles that should govern the relation of vocational to general education, I am in complete agreement with the majority of the committee. I do not think the minority in their notes of dissent have attached nearly enough importance to (a) the need of a far sounder general educational basis than we have at present; (b) the difficulties, mainly financial, that confront those who would combine vocational and general education in the same institutions; and (c) the dangers attending such cheap,

'nasty' and superficial attempts at vocational training as would alone be possible in practically all our general education schools at present.

"The provision of definitely vocational schools into which pupils who are unable or unfit to proceed to higher courses of general study, can be drafted after completion of the various stages of general education, deserves the early attention of the Departments of Industries and Agriculture.

"Our general education schools should aim at progressive adaptation to local needs and should become increasingly 'pre-vocational'. But for every boy there must be a clearly marked stage when he proceeds from a school where the general aim predominates to an institution where such general education as may be given is entirely subsidiary to professional needs. So far, the Agricultural Middle schools have been neither one thing nor the other.

"*Other Recommendations.*—But I am totally opposed to the proposed reduction of a year in the combined Anglo-Vernacular Middle and High course in addition to the accepted reduction of a year in the Primary course. Though the committee proposes no lowering of the general standard of the High School course, I am convinced that such a lowering must at present be the inevitable result of the reduction. That the adoption of the vernacular as medium of instruction will speed up all school work is at present an *a priori* assumption unbacked by any evidence. The effect will in any case be seen only after considerable lapse of time. That school organization and teaching will be improved, and progress thereby accelerated, is at present merely a pious hope. Against all this vague talk we have to set our present matriculation percentages and the statistics regarding ages in the various classes.

"The present movement towards the vernacular represents among the most thoughtful critics a very vague but quite justifiable feeling that western education has not so far produced a 'national culture' in India, rather than a definite conviction that the use of the vernacular is in itself pedagogically necessary. The reasons for the failure so far to acclimatize western education in this country lie deeper than any question of the medium of instruction."

59. The following extracts are taken from the resolution by Government on the report :—

"As regards the vexed question of the medium of instruction in the schools, the committee, while recognizing the value of a thorough training in the English language and realizing the difficulties of a sudden change in the present system, urges the substitution of the Vernacular for English as the medium and hopes thereby to shorten the period of school life without lowering the standards already attained.

"Government is in complete sympathy with the desire of the committee to build up a system of education in which enlightened patriotism shall occupy a prominent place and is prepared to take and support all measures which may lead to that end.

"In view of the committee's unanimous recommendations Government accept the principle that the vernacular should be the medium of instruction in all subjects except English in the Middle and High courses. At the same time it recognizes that certain practical difficulties beset the introduction of the change in the High School classes. In the Middle School classes, the change will not be so marked since the vernacular is already the medium of instruction, except for English in which English will continue to be the medium, and Mathematics and Geography in which subjects a combination of English and Vernacular is at present employed. In the first place, the difficulty of procuring text-books is considerable. It is impossible to dispense with text-books in the schools. Attempts in this direction in the past have invariably led to teachers dictating to their classes practically the substance of a text-book in each subject. Such a method of teaching involves great waste of time and labour and it is essential that suitable text-books should be prepared. There is the further difficulty of securing teachers competent to teach High School classes in the vernacular. In the province where the main vernaculars are Hindi and Marathi, the number of graduate teachers (*i.e.*, teachers qualified by their academic attainments, to teach in High School classes) capable of giving instruction in Hindi is at present insufficient to meet a demand for instruction in that vernacular in all the classes, and one of the most urgent problems is the means of increasing the supply of such teachers. As regards the supply of Marathi speaking teachers there is at present no difficulty and it is not anticipated that any difficulty will arise. Again the special needs and circumstances of linguistic minorities, *e.g.*, those whose mother tongue is Urdu or Bengali or Gujrathi, have to be taken into consideration. It will obviously be necessary to make special provision for the instruction of such pupils, in the first instance at any rate, inasmuch as they have hitherto pursued their education in the belief that the present system would endure. A sudden change in the medium of instruction would inflict great hardship upon the linguistic minorities. Lastly, consideration must be given to the wishes of such parents as may resent a sudden and compulsory change of system for which due notice has not been given.

"In order to give effect to its policy, it is the intention of Government to make that vernacular which is the mother tongue of the great majority of the pupils, the sole medium of instruction in the middle classes of Government schools and to introduce it, subject to the

modifications noted below, as the medium of instruction in the 10th class (i.e., the lowest High School class) in Government High Schools with effect from the beginning of the next school session, in the 11th class in the following sessions and in the 12th or top class in the session following that; so that in the session beginning in 1925 the vernacular will be the medium of instruction throughout the High School course.

"It will be left to the discretion of the managing authorities of other recognized schools to introduce the change. In view, however, of the practical difficulties arising from the needs of minorities, the shortage of competent teachers and the possibility of some parents wishing to retain the present medium, English may be employed as the medium of instruction in one section of each High School class in Government schools in which two sections of each High School class are maintained, provided that in such schools there is a substantial number of pupils whose mother tongue is not the vernacular chosen as the medium of instruction or whose parents may desire that their sons should be taught through the medium of English in preference to the vernacular, though the vernacular employed may be their mother tongue. In admission to the sections in which English is employed as the medium, preference will be given to pupils whose mother tongue is not used as the vernacular medium; but if the number of such pupils in any Government High School is not sufficient completely to fill one section of each class, pupils, whose mother tongue is the vernacular chosen as the medium of instruction but whose parents desire that they should be taught through the medium of English, may be admitted to the English sections. Government is prepared to adopt the committee's recommendation regarding the length of the Primary school course and the uniformity and length of the Middle course. It is anticipated that the substitution of a four years' for a five years' course will result in a substantial increase in the number of pupils who complete the course and, if not accompanied by a reduction in the present number of teachers, will have the effect of improving the quality of the instruction in the schools. The committee's proposal, however, to reduce the combined Anglo-Vernacular Middle and High School courses by one year, in addition to the reduction of one year in the Primary course, Government is unable to accept.

"*Revision of courses.*—The revision of separate courses of study in accordance with the general recommendations of the Curricula Committee, in so far as they are accepted in this resolution, will be entrusted in the first place to a small committee of experts. Their detailed proposals will be circulated for criticism to such inspecting officers, school authorities and members of the general public as are specially qualified and willing to express an opinion, and the criticism received will be taken into consideration before the courses are sanctioned for the schools."

60. The courses were actually prepared at the Training College, Jabulpore, and circulated to selected educationalists for criticism. The revised Primary School syllabus was issued in 1922 and adopted from the school year 1923-24. The Middle and High School courses were similarly drawn up and passed after modification by the High School Board in 1924-25 for introduction in schools during 1925-26.

XVII.—THE VOCATIONAL TRAINING COMMITTEE, 1921.

61. One of the recommendations of the Curricula Committee referred to in the preceding part was that schools definitely vocational in aim should be established for pupils who had completed the various stages of a general education. In a resolution on the report of this committee in March 1922 Government stated that the problem of vocational training needs a more detailed investigation by a special committee which should be appointed shortly. In accordance with this promise, the Vocational Training Committee was nominated by the Local Government and consisted of the following:—

The Director of Public Instruction as Chairman.

The Principal of the Government College as Secretary.

The Principal of the Government Science College and Engineering School, Nagpur.

The Deputy Director of Public Instruction, Nagpur.

The Director of Agriculture, Central Provinces.

The Chief Inspector of Boilers, Central Provinces.

The Inspector of Handicraft Schools, Central Provinces.

The Chief Engineer of Empress Mills, Nagpur.

Four non-officials who were or had been members of the Legislative Council and who had shown special interest in industrial development in Central Provinces.

62. The terms of reference were—

(i) To consider the relations between general education and vocational training.

(ii) To consider how far vocational training is required and what kinds of such training should be provided, with reference to existing facilities for such training and to the present and future industrial development of the Central Provinces and Berar.

(iii) To submit proposals for the provision of such vocational training as may be considered desirable and necessary.

The committee met in December 1922 and held eight meetings. The report was issued in July 1923 and was considered by Government who published a resolution in May 1924.

63. A notice and questionnaire were first drawn up by the committee and widely circulated in English and in the vernaculars of the province. The following extracts are taken from the report:—

"In our notification we stated that we were anxious to ascertain the views of the general public on the question of vocational training

and that for this purpose we were prepared to examine witnesses who desired to give oral evidence, and to receive written evidence from those who desired to express their views but were unable to present themselves for examination by the committee. Up to the date of our first meeting written notes were received from two members of the general public."

Of these one dealt entirely with commercial training and principally with the teaching of shorthand. Subsequently one more note was received and two officers of the Education Department volunteered oral and written evidence.

"We desire to record our disappointment at the meagreness of the response to our invitation to the members of the general public to express their views on the questions with which we have to deal."

The Committee reviewed the industrial condition of the province in 1922 and pointed out that a population of about 14 millions resided within the provincial area of about 100,000 sq. miles; that 95 per cent of the population was illiterate and that less than 3 per cent attended any educational institution, while only 2 per cent were enrolled in Primary schools.

The enrolment in Secondary schools was only 0.5 per cent of the population while the corresponding figure for colleges was 0.007 of population.

The corresponding figures for 1927-28 are instructive—

	Per cent.
Per cent of population attending educational institutions.	2.86
Per cent of population enrolled in Primary schools	2.09
Per cent of population enrolled in Secondary schools	.69
Per cent of population enrolled in Colleges	.01

The description of the province given in this report is thus substantially true to-day—

"The population of the Central Provinces and Berar is predominantly rural, there being 39,000 villages, each with an average population of approximately 300 persons, as compared with 111 towns containing 5,000 or more inhabitants and only two towns, Nagpur and Jubbulpore, with more than 100,000 inhabitants. The people are still essentially agricultural. Over 11,863,000 persons or 74.2 per cent of the total population, are employed in pasture and agriculture, 47 per cent as cultivators and 27 per cent as farm servants or labourers. Industries including mines support approximately only 1,487,000 persons or 9.3 per cent of the population, commerce 892,000 persons or 5.6 per cent, the professions 1,500,000 or 9.7 per cent of the population.

"It will be clear from what we have stated above, that while industries are developing and have in some cases reached a state of highly efficient organization, for example in the case of the cotton mills at Nagpur, Rajnandgaon and elsewhere and the Gun Carriage Factory at Jubbulpore, the Central Provinces and Berar must be regarded as essentially agricultural, with a population predominantly agricultural and predominantly illiterate. Highly organized industries exist, but these provide their own instruction and prefer it. To this point we shall return later. In the smaller industries there is little scope for specialized instruction, but skilled blacksmiths, fitters, turniers, moulders and carpenters are in great demand in all factories and workshops, large and small."

64. The report differentiates between—

- (1) Pre-vocational training, which is a part of general education designed to give a bias which shall prepare a pupil indirectly for a particular occupation. Its object is to keep a pupil in harmony with his environment not to produce a trained workman.
- (2) Vocational training designed to make a pupil efficient in some specific industry, craft, or other occupation.
- (3) Industrial training in which emphasis is laid on the development of skill in handling tools, materials, machines and products.
- (4) Technical education which stresses the acquisition of a knowledge of principles and their applications.

Existing facilities for each of these were reviewed, agricultural and engineering institutions, schools of handicrafts, continuation classes for boys employed in workshops and factories, apprenticeship facilities and scholarships; and the report states—

"It is clear, therefore, that facilities already exist or are proposed for training in organized industries which are already developed or are likely to develop in the immediate future such as engineering, textiles, railways and mining and also for training in such cottage industries as carpentry, blacksmithing and boot-making. The problem before us is to determine how far additional facilities are necessary in view of the present industrial development of the province and the development which is likely to take place in the near future."

"We are impressed with the necessity of adjusting the educational system to industrial and economic requirements but consider that no scheme of vocational training is likely to be successful which is out of relation with existing industrial development. Industries do not spring up at the bidding of academies. The success of the Government Engineering School, Nagpur, is due to the fact that it supplies a real need and that its courses are carefully correlated with

existing and potential engineering requirements. We have therefore tried to gauge the existing needs of the province and the possible lines of future development and have shaped our proposals accordingly. We have avoided all extravagant proposals of which the resulting benefit to the province is problematical or out of all proportion to the expense which would be involved and have tried to make our recommendations as practical as possible."

65. The chief recommendations are summarized below :—

- (1) There should be a wide extension and development of elementary education as a necessary foundation of industrial progress.
- (2) We are in general agreement with the Curricula Committee as regards the place of vocational and pre-vocational training in schools for ordinary education. We diverge from the views of the Curricula Committee in two respects. First we recommend that instruction should not be given in the use of the Charkha in schools for ordinary education. Secondly we recommend that pre-vocational training should be given in Agriculture (including training in simple repairs to farm implements) in rural Middle Schools.
- (3) The present schools of handicrafts should be retained and two schools of a new type, one at Nagpur and the other at Khamgaon, should be established.
- (4) No courses of technical instruction for the training of men of the overseer type, other than those already provided, are required in existing conditions in the province, but steps should be taken by Government to secure, as far as possible, the admission of students of the Central Provinces and Berar to institutions in other provinces which provide technical instruction of standard not available in this province.
- (5) In higher technical training there should be an extension of the present system of awarding state scholarships tenable (a) abroad and (b) in India outside the Central Provinces and Berar. The latter class of scholarships should include scholarships for the higher study of agriculture and medicine.
- (6) As in the case of lower technical training Government should endeavour to secure facilities for Central Provinces and Berar students for higher technical training, including training in medicine and agriculture, in extra-provincial institutions.

- (7) We recommend that pre-vocational courses in commerce should be instituted in the intermediate classes of arts colleges but we recognize that this is a matter in which the university have a determining voice.
- (8) We commend to the owners and managers of factories and mills the scheme of instruction for boy artisans in existence in the Gun Carriage Factory at Jubbulpore.
- (9) The ultimate control of all forms of education should be vested in the Ministry of Education, and schools of handicrafts and agricultural schools, of the new type which we recomemnd, should be placed under the immediate control of the Director of Public Instruction.
- (10) The Inspector of Industrial Schools should be transferred from the Department of Industries to the Department of Public Instruction as an expert adviser to the Director of Public Instruction on Industrial Education.

66. The following extracts are taken from the Government Resolution on the report :—

“The ordinary school time-table does not allow sufficient time to a boy to master a trade, profession, or handicraft, and any attempt to reduce the time allotted to general educational subjects in order to provide adequately for vocational subjects would stultify the primary object of the ordinary school. Moreover, there is no evidence to show that there is a demand on the part of employers for boys who have undergone courses of study in vocational subjects such as the ordinary school could provide without losing its proper character. The true line of development, therefore, so far as schools for general education are concerned, should be for such schools to provide a general education designed to produce men of character, intelligence, knowledge and capacity. Such schools should not be institutions for the production of carpenters or mechanics or farmers. For the production of these, special institutions should be provided.

“With regard to the recommendation of the committee that a course in agriculture should be introduced in ordinary middle schools, Government is prepared to sanction its introduction as a pre-vocational subject as an experiment in one school, and is prepared to incur such expenditure as may be necessary for the purpose.

“It cannot be too often repeated that the creation of Government or private schools cannot itself create industries or industrial employment. “Industries do not spring up at the bidding of academies.”

“Facilities for vocational training must bear some relation to the demand for them. But where facilities are provided there is no doubt that they should be separated from the system of general education and should be organized with a view to meeting a distinct demand.

In regard to the administration of technical and industrial education, the committee recommended that (a) these branches of education (including agricultural education) should be placed under the Minister of Education, (b) all industrial schools should be transferred from the control of the Director of Industries to the control of the Director of Public Instruction, with the object of securing co-operation between the various branches of education. Government is in agreement with the first part of this recommendation. It is desirable that the various branches of education should be surveyed as a whole in relation to the economic and social requirements of the province, and this can only be achieved by bringing them under one undivided control. Government, therefore, proposes to place industrial and technical education as well as general education under the control of one Minister, the Minister for Education. As regards the latter part of the recommendation, Government feels that the requisite co-ordination can be achieved by placing the various branches of education under the control of one Minister. But, in order that he may be assisted in the matter, it will be desirable to provide him with a Consultative Committee consisting of the Director of Industries, the Director of Public Instruction, the Director of Agriculture and two others who will be subsequently nominated. The Minister for Education will be Chairman."

NOTE.—The action of placing the various branches of education under one Minister by Government has not been carried out. Consultative Committees have been nominated by Government as occasion has arisen.

XVIII.—THE PHYSICAL AND MILITARY TRAINING COMMITTEE, 1925.

67. In March 1925 the Legislative Council passed a resolution recommending the appointment of a committee to facilitate the formation of rifle clubs to be attached to High Schools and Colleges.

Six months later the local Government appointed a committee to examine and report on—

(1) The nature and extent of the physical training and drill to be given in schools and Colleges and in particular, the suggestions put forward in the course of the debate in the Council on this resolution.

(2) The suitability of the recommendations in the report for the constitution of a University Corps (*vide* Auxiliary and Territorial Forces, Government of India Committee)—

(a) The suitability of the recommendations in that report for the constitution of a provincial unit of the Indian Territorial Force.

(b) The suitability of the recommendations in that report for the formation of urban units of the Indian Territorial Force.

(c) The methods of organization to be adopted in the case of—

(a) A University Corps.

(b) A provincial unit of the Indian Territorial Force.

(c) An urban unit of the Indian Territorial Force.

(d) The appropriateness of the system of Advisory Committees suggested in that report.

The Committee consisted of 14 members, viz.—

The Commissioner, Nagpur division, Nagpur.

The Vice-Chancellor, Nagpur University.

The Inspector-General of Civil Hospitals, Central Provinces.

The Officer Commanding the Nagpur Rifles (I. F. A).

The Head Master of a High School.

The Principal of a College.

Six members of the Legislative Council, nominated by the Local Government.

One Assistant Inspector of Schools.

The Honorary Secretary, B. P. Scouts, Central Provinces Association.

A questionnaire was widely circulated but elicited only a limited number of replies. Ten persons, five of whom were officials, were subsequently examined orally by the committee. Seven days in all were occupied by the committee before the report was prepared. The report was issued in April 1926.

68. The following extracts are taken from this report:—

“Compulsory Physical Training in Schools.—The view that boys should go to schools for physical as well as mental training is one that has been widely accepted only in comparatively recent times; and in dealing as we deal in the Central Provinces, with an educationally backward population, we are likely, in emphasizing the importance of physical culture, to be confronted not only with indifference among the boys themselves and apathy on the part of master but with some opposition from those parents who value education mainly as providing their children with a qualification for paid employment. The evidence before us makes it clear that, while there is on paper a reasonably complete curriculum of physical training provided for schools boys, that training in practice is inadequate.

“The present system of drill and bodily exercises would seem to have no value at all for purposes of physical development. In any attempt to improve the present position, the main obstacle to progress will be found in the domestic habits of the people and in the present school time table framed to suit those habits. In most places the great majority of scholars are day-boys and they attend school between 10-30 a.m. or 11 a.m. after a light meal. They remain at work till about 4-30 p.m. or 5 p.m. and may then at the end of the day, be expected to take some sort of active exercise.

“Moreover most of them have started for school after only a light morning meal and have since been without food for five or six hours. Naturally the pleasure they find in their exercise is small. Detention

beyond the ordinary lesson hours is resented and a constant effort is made to evade taking part in the school games or any other form of exercise which keeps them from their homes.

"As a necessary adjunct to the new system of compulsory physical training, suitable arrangements must be made for the periodical medical examination of every school boy. At present the medical inspection is somewhat perfunctory. Boys are ordinarily examined once in twelve months by a doctor of the rank of an Assistant Medical Officer who is responsible, *ex-officio*, for this duty receiving a fee of four annas per boy examined. The system is far from satisfactory.

"*Voluntary Physical Training in Schools.*—We realize the high value both to the physique and to the character of school boys which must attach to the properly directed activities of a well organized Boy Scout Association. We would therefore strongly recommend that Government should, whenever the provincial finances permit, make more generous contributions to this deserving enterprise than it has hitherto been willing to provide.

"*Compulsory Physical Training in Colleges.*—We are certainly of opinion that compulsion in the case of games would be an inappropriate feature of collegiate life. But the evidence before us suggests that some special stimulus to physical culture is really essential to students in this country even after they have left school. The rough statistics which we have collected also suggest that there is a certain physical stagnation, if not deterioration among students of the age of 18 to 22. This compulsory physical training in colleges should, as in the case of schools, be regulated by a physical instructor on the regular staff under the supervision of the provincial Director of Physical Training.

"*General.*—There is one other point which we should like to mention. The rough statistics suggest that the percentage of students in High Schools and Colleges who suffer from defective eyesight is extremely high. It is common knowledge that this evil is accentuated by the conditions under which the boys at school prepare their lessons and students at college read for their examinations.

"*Military Training.*—In the matter of military training we heartily support the general position which has been taken up by the Auxiliary and Territorial Forces Committee. The Report of the committee indicates that the members were inspired with a real anxiety to remove, as far as possible, all racial distinctions in the constitution of the non-regular military forces of this country and to give all classes of the population an opportunity of sharing in the common defence of India. We appreciate the value and importance of the committee's recommendations and have carefully considered how best those recommendations, modified in certain details, can be made applicable to local conditions in this province.

"Provincial Unit.—There is practically no tradition of army service among the mass of the population in the Central Provinces proper; and it will be necessary to create such a tradition if progress is to be made in educating the people in their responsibility for the protection of the state against foreign attack and internal disturbance. In August 1917 the total number of combatants from the Central Provinces and Berar enrolled in the Indian army was less than 300.

"University Training Corps.—The idea is popular among the students, there is ample material among the staff to assist in initiating the new proposal and the University authorities are strongly in favour of it.

"We would reject the recommendation of the Shea Committee that the University Training Corps have no liability for actual military service. The University Training Corps should be liable for military service of all kinds within the Central Provinces military district. We would prefer to retain the British regimental system for the University Training Corps as at present in spite of the imposition of full military liability within a limited area. We would recommend the adoption of the same system in the case of urban units also.

"Rifle Clubs.—Our own idea is that, from the point of view of military training, membership of a rifle club is valueless while, from a military point of view, it will serve but little purpose except in connection with some organized unit, such as a Cadet or University Corps, of whose training rifle practice will in any case form a necessary part."

The main recommendations of this committee are—

- (i) The service of a first class expert Director of Physical Training should be obtained for five years. He must be recruited in the first instance from America through the Young Men's Christian Association. After five years his place should be taken by an Indian who will have meanwhile obtained the necessary expert training.
- (ii) One member of the regular school or college staff should be specially trained and paid as a Physical Instructor.
- (iv) There should be a regular medical inspection of every boy or student twice a year, the results of which must be carefully recorded and co-ordinated. Medical treatment in sickness should be prompt and efficient.
- (v) Adequate playing fields should be provided.
- (viii) A well ventilated and properly lighted preparation room should be provided at every school, college or hostel building.

- (xi) Physical training including physical exercises (with drill) and games to be not nominally (as at present) but really compulsory. Exemption only to be allowed under a medical certificate.
- * * * *
- (xiii) The school day should not be practically continuous, as at present, but should be broken up into morning and afternoon school. Boys will then be able to take a meal in the middle of the day and thus have no excuse for evading games or exercise after lessons in the afternoon. Where the division into morning and afternoon school is not practicable it will still be necessary to have a substantial break in the school time-table to enable boys to take a midday meal. In the hot weather the local school authorities can make their own special arrangements for physical training.
- * * * *
- (xvi) A certain number of the teachers in each school should be selected rather for proficiency in games and physical exercises than for their scholastic attainments.
- * * * *
- (xix) Rifle clubs in schools and colleges will be superfluous for members of a Cadet or University Training Corps. For other school boys and students, rifle clubs would be unsuitable except in connection with a provincial rifle association.
- (xx) Cadet Corps on a voluntary basis should be permitted in Indian schools under the aegis of the Indian Territorial Force in the same way as they are permitted in European Schools under the aegis of the Auxiliary Force. They should also receive similar financial assistance.
- (xxi) A Nagpur University Training Corps should be formed at once. Its function should be military as well as educational and the military liability of its members should be a general liability but enforceable only within the limits of the Central Provinces military district. The corps should be raised as an infantry battalion with the addition of special arms at a later stage. The organization should in all respects (pay, treatment and status) be on a footing identical with that of officers of the other non-regular forces of India.
- (xxii) The formation of a provincial unit should be postponed until the University Training Corps or urban units have been successfully established.
- (xxiii) An urban unit should be formed at once. The members should have full liability for general military service but should not be called upon to go outside the Central

Provinces military district in aid of the civil power. The urban unit should be organized, like the University Training Corps on the British Regimental system. The rank and file should be required before enrolment to pass the matriculation examination or to show that they have attained an equivalent standard of education. Educated men from rural areas should be eligible for enrolment in an urban unit.

- (xxiv) Contingents of an urban unit might, to begin with, be raised at Nagpur, Jubbulpore and Amraoti, where a contingent of the University Training Corps will also be formed. Urban contingents might be raised at other centres later.

69. Government has since appointed a Superintendent of Physical Education who has spent some months in studying actual conditions in the province and is now preparing schemes for High and Normal schools. Other branches of work will be taken up in due course. The University Training Corps will shortly be inaugurated. The recommendations regarding school hours, etc., are being adopted wherever schools find it possible to do so.

XIX.—THE SCHOOL BOY LEAGUE OF HONOUR AND THE BOY SCOUT MOVEMENT.

70. In 1914, Mr. R. B. Chapman, I.C.S., Deputy Commissioner, Yeotmal, in consultation with the Education Department, initiated the School Boy League of Honour. The aims and methods of the league were practically identical with those of the Boy Scout organization. In 1917, the Legislative Council moved a resolution requesting that intimation be given to Government officers that Government sympathises with the desire to see established an organization similar to the Boy Scout movement. The Baden Powell Scout movement had at that time no organization in the Central Provinces. Government extended its sympathy to the School Boy League of Honour as a means of preparing the way through the training of troop leaders, etc., for the introduction of a Boy Scout movement at a later date. Much valuable work was done by officials and non-officials in the cause. In 1920, General Sir Robert Baden Powell paid a visit to India and in Jubbulpore held a conference of certain officials and non-officials who had shown their interests in the Boy Scout movement. From the date of his visit the Boy Scout movement has shown considerable vitality. In 1922, a Provincial Council was formed and the services of a trained Camp Chief were obtained from the Young Men's Christian Association. Government made a grant of Rs. 14,500 in 1921-22 to meet his salary and expenses. Since that date Government has continued budget provision to reimburse the National

1st April 1928, Indian Educational Service posts numbered 21 including two inspectresses. Of these, 15 were held by Europeans including two inspectresses and 6 by Indians. Provincial Educational Service posts numbered 72. Of the six Europeans who left the service between 1918 and 1928, two retired on proportionate pension, one to become an assistant master at Eton College and the other to become a lecturer at Lampeter, one retired on superannuation pension, one was invalided and one became a professor in Rangoon University. After 1918 only one European was appointed to the Indian Educational Service, and he left the province almost at once to join the staff of the Royal Indian Military College, Dehra Dun.

73. Apart from posts on the collegiate side, the chief administrative posts in the province are those of the Director of Public Instruction and the five inspectors of schools. In 1919, an Assistant Director was appointed who subsequently was called Deputy Director. To assist inspectors of schools particularly in respect of vernacular education, assistant inspectors in the Provincial Educational Service were appointed in 1911. All the subordinate inspecting staff consists of deputy inspectors of schools all of whom are in the subordinate educational service. Two or more deputy inspectors are posted to each district and their duties are confined to work connected with vernacular education. The Indian Educational Service is now dying out. All the men now in the service, with one exception, are over 40 years of age. Government is now considering how to build up a new Provincial Service to take its place.

TABLES.

Receipts (Education)

No.	Head of receipts.	1916-17.	1917-18.	1918-19	1919-20.
1	2	3	4	5	6
		Rs.	Rs.	Rs.	Rs.
	A.—UNIVERSITY.				
1	Fees—Government Arts Colleges ...	55,360	63,393	59,288	67,766
2	Fees—Government Professional Colleges.	4,511	8,091	3,234	1,075
	B.—SECONDARY.				
3	Fees—Government Secondary Schools.	1,65,695	1,80,232	1,74,935	1,62,103
	C.—PRIMARY.				
4	Fees—Government Primary Schools	979	2,319	3,767	3,647
	D. - SPECIAL SCHOOLS.				
5	Fees—Government Special Schools	...	182	471	235
	E.—GENERAL.				
6	Contribution* ...	1,369	1,948	2,663	1,175
7	Miscellaneous ...	43,383	30,824	28,245	27,584
8	Recoveries of service payment ...	...	...	...	...
	Total Receipts ...	2,71,297	2,86,989	2,72,603	2,63,585
	Refund ...	...	...	...	503
	Net Total ...	2,71,297	2,86,989	2,72,603	2,63,082

*Received towards cost

No. I.

Department).

1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
7	8	9	10	11	12	13
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
65,527	58,532	62,427	81,090	99,670	92,088	93,866
135	900	1,168	1,515	1,562	2,676	1,646
1,58,811	1,50,978	1,71,761	2,31,291	2,63,036	2,80,206	2,89,565
2,207	2,124	2,138	1,071	3,318	426	1,090
388	316	1,712	660	421	328	1,018
3,175	1,350	1,612	800	944	1,900	1,280
36,201	32,971	33,317	51,168	73,051	76,042	76,667
...	..	737	18,000	33,838	29,389	36,815
2,66,450	2,47,171	2,77,902	3,88,607	1,75,840	4,83,055	5,01,977
239	169	4,389	622	253	239	515
2,66,211	2,47,002	2,73,513	3,67,985	4,75,587	4,82,816	5,01,462

of cantonment schools

TABLE

Expendi

No.	Minor heads.	1916-17.	1917-18.	1918-19.	1919-20.
1	2	3	4	5	6
		Rs.	Rs.	Rs.	Rs.
	A.—UNIVERSITY.				
1	Government Arts Colleges ...	1,59,746	1,50,610	1,59,634	1,84,725
2	Grants to Non-Government Arts Colleges.	5,292	18,133	15,615	17,115
3	Government Professional Colleges—				
	(a) Victoria College of Science, Nagpur.	29,204	39,385	42,561	43,858
	(b) Engineering Branch of the Victoria College of Science, Nagpur.	41,142	45,457	56,605	71,769
	(c) Spence Training College, Jubulpore.	92,773	1,09,716	1,24,936	1,49,660
3 (a)	Grant to Chiefs' College, Raipur ...	62,360	33,147	34,581	...
4	Grants to Nagpur University ...	...	...	...	...
	B.—SECONDARY.				
5	Government Secondary Schools ...	3,96,105	4,70,541	5,24,467	5,79,704
6	Direct grants to Non-Government Secondary Schools.	1,63,478	1,88,244	2,00,066	1,85,038
7	Grants to Local Bodies for Secondary Schools.	...	...	...	50,000
	C.—PRIMARY.				
8	Government Primary Schools ...	1,28,321	1,58,751	2,02,285	2,21,101
9	Direct grants to Non-Government Primary Schools.	57,018	45,954	38,364	38,218
10	Grants to Local Bodies for Primary Education.	10,92,836	14,22,784	14,60,512	14,62,597
	D.—SPECIAL.				
11	Government Special Schools ...	1,56,844	1,98,321	2,81,573	3,99,720
12	Direct grants to Government Special Schools.	13,664	12,157	13,039	16,132

No. II.

ture.

1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
7	8	9	10	11	12	13
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
3,13,105	3,10,804	2,63,545	3,58,534	3,92,717	3,68,976	4,30,882
28,267	25,445	22,036	22,827	2,2574	23,457	22,781
78,625	60,365	58,205	67,107	70,351	74,820	83,904
1,04,056	96,306	86,409	85,671	88,165	96,182	1,00,138
1,88,775	2,45,619	2,20,110	2,05,756	1,95,218	1,99,160	1,29,236
37,101	37,743	35,135	...	...	...	...
...	...	...	28,446	30,000	2,10,000	50,000
7,80,756	7,46,963	7,99,187	8,13,070	8,22,290	8,63,270	9,40,799
1,28,298	1,71,010	1,61,412	1,92,361	1,38,934	1,75,965	2,43,797
70,000	68,583	59,787	65,843	99,160	1,18,918	1,81,694
2,56,577	2,81,732	2,89,924	2,82,334	2,83,340	2,93,919	2,98,967
47,954	55,811	58,818	56,232	62,761	79,789	68,586
17,20,113	13,41,003	19,17,106	13,66,883	13,79,378	14,25,800	22,10,170
5,21,433	5,09,341	5,20,208	1,97,299	4,54,130	4,59,220	4,99,806
4,735	15,730	13,987	10,539	12,383	6,238	4,017

TABLE

Expendi

No	Minor heads.	1916-17.	1917-18.	1918-19.	1919-20.
1	2	3	4	5	6
		Rs.	Rs.	Rs.	Rs.
	E.—GENERAL.				
13	Direction	76,520	68,478	67,559	97,933
14	Inspection	2,68,368	2,55,988	2,96,102	3,25,745
15	Scholarships	77,281	87,066	87,523	88,043
16	Miscellaneous	28,215	24,025	37,240	27,951
	Total 31.—Education—Transferred	...	...	...	39,59,309
	Amount of reduction by Legislative Council.	...	...	...	...
	Net Total ...	...	...	...	39,59,309
	31.—EDUCATION—RESERVED.				
	B.—SECONDARY.				
17	Direct grants to Non-Government Secondary Schools.	1,38,260	1,20,243	1,07,647	90,408
	C.—PRIMARY.				
18	Direct grants to Non-Government Primary Schools.	...	...	...	9,900
	E.—GENERAL.				
18 (a)	Inspection ... ..	...	...	...	...
19	Scholarships	6,887	5,186	4,412	13,844
20	Miscellaneous ... ..	...	...	...	...
	Total 31.—Education—Reserved ...	...	...	...	1,14,152
	Amount of reduction by the Legislative Council.	...	...	...	...
	Net Total ...	...	...	...	1,14,152

No. II.

ture—concl.

1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
7	8	9	10	11	12	13
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1,10,310	1,10,002	93,194	95,626	96,842	97,334	1,06,387
4,26,133	4,42,932	4,19,087	4,04,632	4,20,430	4,25,797	4,32,093
1,01,742	95,392	93,551	1,02,336	1,09,055	1,13,894	1,18,433
45,857	62,153	40,368	71,579	76,348	77,846	79,200
49,54,867	46,79,967	51,52,729	...	47,54,376	51,10,585	60,88,886
...
49,54,867	46,79,967	51,52,729	...	47,54,376	51,10,585	60,88,886
1,12,791	1,20,324	1,22,276	1,11,520	1,13,288	1,01,328	1,09,483
10,003	11,164	9,636	12,297	15,493	12,011	13,130
5,420	7,143	1,749	...	...	...	...
10,595	12,228	11,898	7,856	8,089	10,335	11,061
...	...	1,658	1,661	1,860	2,804	2,159
1,38,809	1,50,859	1,47,217	1,33,334	1,38,730	1,26,478	...
...
1,38,809	1,50,859	1,47,217	1,33,334	1,38,730	1,26,478	...

TABLE

Statement showing the number of schools, scholars and expendi

	1916-17.			1917-18.		
	Schools.	Scholars.	Expendi- ture.	Schools.	Scholars.	Expendi- ture.
1	2	3	4	5	6	7
			Rs.			Rs.
<i>University.</i>						
Colleges ...	7	1,348	2,90,489	7	1,448	3,13,719
<i>High Schools—</i>						
Males ...	43	4,928	3,45,734	43	5,214	3,82,798
Females ...	7	54	16,076	7	66	19,366
<i>Anglo-Vernacular Middle Schools—</i>						
Males ...	153	16,158	5,40,429	160	16,054	5,74,836
Females ...	11	398	41,806	13	463	49,529
<i>Vernacular Middle Schools—</i>						
Males ...	218	35,308	2,88,517	232	37,252	3,19,666
Females ...	25	2,143	27,139	32	2,751	32,278
<i>Primary Schools—</i>						
Males ...	3,698	269,452	14,31,206	3,799	269,085	15,30,167
Females ...	316	18,014	1,83,499	310	17,685	1,88,229
<i>Special Schools—</i>						
Males ...	19	1,072	2,14,055	22	1,201	2,37,672
Females ...	6	186	29,540	8	249	46,715
<i>Totals—</i>						
Males ...	4,138	328,266	31,10,430	4,263	330,254	33,58,849
Females ...	365	20,795	2,98,060	370	21,214	3,36,117

No. III.

ture thereon for the past eleven years in these Provinces.

1918-19.			1919-20.		
Schools.	Scholars.	Expenditure.	Schools.	Scholars.	Expenditure.
8	9	10	11	12	13
		Rs.			Rs
7	1,207	3,54,626	7	1,252	4,15,145
44	4,586	4,11,076	43	3,900	3,99,409
7	78	22,086	9	111	32,142
158	15,531	6,37,487	159	16,063	6 74,672
13	480	52,247	13	471	51,646
293	45,508	4,74,112	297	45,708	5,89,419
33	2,961	33,258	35	3,236	48,048
3,841	257,506	18,12,709	3,867	256,667	20,80,701
324	18,207	2,10,244	326	18,409	2,52,211
23	1,415	2,86,992	20	1,649	3,90,081
8	268	57,953	6	243	60,606
4,366	325,753	39,77,002	4,393	325,239	45,49,427
385	21,994	3,80,788	389	22,470	4,44,653

TABLE

Statement showing the number of schools, scholars and expenditure

—	1920-21.			1921-22.		
	Schools.	Scholars.	Expenditure.	Schools.	Scholars.	Expenditure.
1	14	15	16	17	18	19
			Rs.			Rs.
<i>University.</i>						
Colleges ...	7	1,037	5,75,939	7	971	5,40,949
<i>High Schools—</i>						
Males ...	43	2,888	4,49,918	43	3,021	4,97,746
Females ...	8	87	40,388	8	95	42,858
<i>Anglo-Vernacular Middle Schools—</i>						
Males ...	158	13,973	8,80,432	150	13,487	8,37,520
Females ...	13	492	51,072	15	709	74,619
<i>Vernacular Middle Schools—</i>						
Males ...	310	47,624	6,75,833	317	45,838	7,28,723
Females ...	37	3,461	59,300	38	3,660	66,545
<i>Primary Schools—</i>						
Males ...	3,930	258,500	22,48,427	3,987	242,065	25,11,515
Females ...	321	18,483	2,90,635	326	18,347	3,10,104
<i>Special Schools—</i>						
Males ...	22	1,761	5,15,456	20	1,840	4,75,102
Females ...	8	587	73,100	10	648	86,300
<i>Totals—</i>						
Males ...	4,470	325,783	53,46,005	4,524	307,222	55,91,555
Females ...	387	23,110	5,14,495	397	23,459	5,80,426

No. III.

ture thereon for the past eleven years in these Provinces—contd.

1922-23.			1923-24.		
Schools.	Scholars.	Expenditure.	Schools.	Scholars.	Expenditure.
20	21	22	23	24	25
		Rs.			Rs.
7	936	5,30,288	9	1,366	6,52,249
42	3,393	5,17,714	42	3,861	5,42,328
8	140	51,438	7	152	51,079
147	15,491	8,97,609	149	17,204	9,16,616
14	599	83,602	13	647	74,932
324	49,808	7,68,214	334	52,356	7,71,416
36	3,650	67,092	35	3,645	64,169
3,942	236,621	25,43,214	3,956	243,588	26,18,387
320	18,387	3,24,567	324	19,635	3,15,997
40	2,498	5,36,596	40	2,433	4,99,511
9	607	89,545	9	560	80,845
4,502	386,747	57,93,635	4,530	320,808	60,00,507
387	23,383	6,16,244	388	24,639	5,87,022

TABLE

Statement showing the number of schools, scholars and expendi

	1924-25.		
	Schools.	Scholars.	Expenditure.
1	26	27	28
			Rs.
<i>University.</i>			
Colleges	9	1,614	7,04,681
High Schools—			
Males	43	4,280	6,13,027
Females	7	189	53,155
Anglo-Vernacular Middle Schools—			
Males	131	19,475	9,85,763
Females	13	715	72,772
Vernacular Middle Schools—			
Males	323	52,502	7,78,353
Females	36	3,891	68,580
Primary Schools—			
Males	3,974	246,256	27,00,387
Females	321	19,116	3,22,285
Special Schools—			
Males	40	2,136	4,59,024
Females	10	637	80,588
Totals—			
Males	4,540	326,263	62,41,235
Females	387	24,548	5,97,380

No. III.

ture thereon for the past eleven years in these Provinces—concl'd.

1925-26.			1926-27.		
Schools.	Scholars.	Expenditure.	Schools.	Scholars.	Expenditure
29	30	31	32	33	34
		Rs.			Rs.
9	1,733	7,51,152	9	1,833	8,04,247
45	4,657	6,11,465	49	4,902	6,49,681
7	181	44,614	7	183	45,711
150	21,815	9,69,418	156	23,511	10,20,679
14	781	81,022	14	868	86,705
320	54,705	7,84,543	335	61,402	8,34,812
337	4,146	70,296	40	4,883	76,714
4,096	257,904	26,86,544	4,189	270,072	29,09,144
327	20,068	3,46,698	334	21,027	3,51,596
38	2,190	4,66,246	45	2,351	4,92,151
8	607	82,015	9	591	83,231
4,658	343,004	62,69,368	4,783	361,071	67,10,714
393	25,783	6,24,645	404	27,552	6,43,957

TABLE

The number of teachers

	Number of teachers in 1916-17.		
	Trained.	Untrained.	Total.
1	2	3	4
<i>High Schools.</i>			
Government ...	59	102	161
Local Board and Municipal ...	2	21	23
Aided ...	21	105	126
Unaided ...	3	6	9
<i>Middle Schools.</i>			
Government ...	189	173	362
Local Board and Municipal ...	740	795	1,535
Aided ...	74	326	400
Unaided ...	6	74	80
<i>Primary Schools.</i>			
Government ...	220	268	488
Local Board and Municipal ...	2,670	5,129	7,799
Aided ...	120	591	711
Unaided ...	19	389	408
Total ...	4,123	7,979	12,102

No. IV.

employed in recognized schools.

Number of teachers in 1920-21.			Number of teachers in 1921-22.			Number of teachers in 1926-27.		
Train- ed.	Un- trained.	Total.	Train- ed.	Un- trained.	Total.	Train- ed.	Un- trained.	Total.
5	6	7	8	9	10	11	12	13
131	51	182	162	28	190	203	30	233
9	12	21	8	10	18	14	14	28
37	78	115	48	67	115	58	72	130
5	1	6	3	1	4	...	9	9
259	250	509	318	232	550	442	139	581
1,271	971	2,242	1,352	780	2,132	1,980	887	2,867
99	376	475	115	319	434	142	362	504
3	23	26	6	45	51	17	78	95
221	321	542	237	338	575	329	297	626
2,760	5,810	8,570	2,951	5,615	8,566	4,454	4,553	9,007
161	618	779	141	624	765	199	608	807
.20	275	295	21	366	387	51	356	407
4,976	8,786	13,762	5,362	8,425	13,787	7,889	7,405	15,294

TABLE
Compulsory Primary

No.	Name of local body,	Area of compulsion.	Date of introduction of compulsion.
1	2	3	4
1	District Council, Amraoti ... 6 villages	...	1st April 1924 ...
2	Do. Akola ... 5 ..	...	1st August 1923 ...
3	Do. do. ... 10 ..	...	1st April 1925 ...
4	Do. Raipur ... 2 ..	...	1st July 1926 ...
5	Do. do. ... 49 ..	...	1st November 1927 ...
6	Do. Bhandara 42 ..	...	1st April 1926 ...
7	Do. Sironcha... Sironcha proper	...	1st April 1928 ...
8	Do. Bilaspur ... 3 villages	...	...
9	Do. do ... 32 ..	...	...
10	Municipal Committee, Warora ...	Municipal Warora. area.	1st October 1923 ...
11	Do. Buldana ...	Municipal Buldana. area.	1st April 1925 ...
12	Do. Ellichpur City.	Municipal Ellichpur. area.	1st March 1926 ...
13	Do. Balaghat..	Municipal Balaghat. area.	16th June 1927 ...
14	Do. Saugor ...	Municipal Saugor. area.	1st April 1928 ...
15	Do. Raipur ...	Municipal Raipur. area.	1st July 1927 ...
16	Do. Nagpur ...	Circles 6, 7, 8, 9 and 19.	...
17	Do. Yeotmal ...	East Ward of municipal area.	...
18	Do. Amraoti town.	Town municipal area.	...
19	Do. Wardha ..	Municipal Wardha. area.	..
20	Do. Bilaspur ...	Municipal Bilaspur. area.	1st April 1928 ...
21	Do. Jabhulpore	5 wards	...

No. V.

Education Schemes

Enrolment before compulsion.	Estimated enrolment under compulsion.	Actual enrolment under compulsion as far as figures are available.	Recurring grant.	Non-recurring grant.
5	6	7	8	9
1,494	2,579	2,014	Rs. 6,199	Rs. 16,797
489	638	706	1,583	2,134
1,265	2,416	1,968	7,567	1,488
300	453	411	864	...
1,053	2,611	...	8,519	...
1,336	3,294	3,439	14,290	24,401
...	...	...	1,677	...
355	1,212	...	2,778	...
...	...	...	3,711	...
410	635	601	990	...
311	399	455	840	...
1,071	2,309	1,893	6,710	...
360	700	548	1,757	4,387
1,318	2,200	...	6,364	...
1,088	1,922	1,569	4,195	15,861
2,987	3,545	...	7,767	...
173	456	...	1,623	...
2,425	3,147	...	5,042	...
812	1,200	...	1,789	...
1,046	1,682	...	2,717	...
1,068	1,395	...	2,208	...

TABLE No. VI.

Progress of literacy since 1881 (from the Report on the 1921 Census).

	Literates per mille (all ages 10 and over).				
	1881.	1891.	1901.	1911.	1921.
1	2	3	4	5	6
Central Provinces and Berar—					
Males ...	51	64	83	86	103
Females ...	1	1	3	4	8
Nerbudda Valley—					
Males ...	78	91	118	130	153
Females ...	1	3	5	8	14
Satpura Plateau—					
Males ...	29	41	55	70	82
Females ...	...	2	2	3	7
Maratha Plain—					
Males ...	54	72	94	100	127
Females ...	1	1	3	4	9
Chhattisgarh Plain—					
Males ...	19	31	46	49	58
Females ...	1	1	1	2	5
Chhota Nagpur—					
Males ...	}	Not available			21
Females ...					3

	1891.	1901.	1911.	1921.
Number of institutions ...	3,129	3,430	3,865	4,906
Number of pupils ...	161,840	174,091	297,620	350,685

NOTES ON STATISTICAL TABLES.

TABLE I—RECEIPTS.

The main sources of income are—

- | | |
|----------------------|--|
| (1) Tuition fees | |
| (2) Hostel „ | |
| (3) Games „ | } <i>Vide E—General.</i>
<i>No. 7.—Miscellaneous.</i> |
| (4) Examination fees | |

The decrease in receipts in 1918-19 was the result of the influenza epidemic which affected the numbers enrolled in that and subsequent years. Economic conditions also were unfavourable from 1918-22. At the end of 1920-21 Non-Co-operation became a factor causing an additional decline which continued to operate in 1921-22. Recovery began in 1922-23. In 1923-24 a new college (Amraoti) was opened which accounted for an increase in college receipts. In the same year tuition fees in Secondary schools and Hostel fees also were raised. Hence the increase under the appropriate heads.

In 1925-26 the Law College was transferred to University control. Thus a fee income of about Rs. 15,000 is not shown in these figures.

Receipts under “C—Primary” vary on account of re-classification in accounts.

Receipts under “E—General” in 1924-25 show an increase owing to the introduction of the Central Provinces High School Certificate Examination and abolition of Allahabad University Matriculation in Central Provinces centres.

Total receipts have increased from Rs. 2,71,297 in 1916-17 to Rs. 5,34,000 in 1928-29.

TABLE II—EXPENDITURE.

A.—UNIVERSITY.

1. *Government Arts Colleges.*—The increase in 1920-21 was due to increases in the pay of Indian Educational Service and in the cadre and pay of Provincial Educational Service officers, on staffs, and equipment of new Amraoti college. Further equipment was provided in 1921-22; 1923 onwards includes maintenance of Amraoti college. 1928-29 estimates are swollen (Rs. 4,50,000) by provision for equipment of the new Science College. From this year the Science College is classed with Arts colleges for budget purposes.

3. (c) *Training College.*—The increase in 1920-21 was due to increased numbers of students under training. 1921-22 increase was due to enhanced stipends and increased provision for High School pupils consequent on the “nationalization” of Hitkarni High School, Jubbulpore. From 1922 onwards the fall is partly due to re-organization consequent on the Retrenchment Committee. From 1926, the fall is due to a re-classification of expenditure.

B.—SECONDARY SCHOOLS.

(5) *Government*—1920-21.—Increase is due chiefly to the introduction of a new scale of pay to teachers; otherwise the expenditure is enhanced on account of normal expansion, e.g., 4 new High Schools in 1926-27.

(6) and (7) *Grants to Non-Government Secondary Schools*.—In 1920-21 the fall is owing to reduced expenditure consequent on Non-Co-operation. Otherwise the figures show normal increases except that non-recurring building and furniture grants vary from year to year. From 1921—28 about Rs. 5 lakhs have been paid as building grants to these schools.

D.—SPECIAL.

11. *Government Normal Schools*.—The number of students under training was—

1916-17	... 686	} In 1916 a new scheme of development was initiated and completed in 1921. This provided for 800 trained Vernacular male teachers annually and 6 new Normal Schools. Production was found to be in excess of demand and in 1922 operations were restricted.
1922-23	... 1,636	
1926-27	... 1,289	

31. *Education Reserved (European Schools)*.—(Vide note on these schools.)

In 1925-26 maintenance grants were reduced by Rs. 27,000 and this reduction has continued. There has, however, been considerable expenditure in these schools on buildings and furniture since that date and non-recurring grants towards this have marked the reduction in annual recurring grants.

TABLE III.—SCHOOLS, SCHOLARS AND EXPENDITURE.

In 1918-19 the influenza epidemic occurred.

From 1919—22 there was a period of economic scarcity.

From 1920—22 the effect of Non-Co-operation was experienced.

The years 1916-17 and 1926-27 may be taken as normal and the figures as representing the actual educational development in the province during the period of 10 years.

COLLEGES.

Students have increased from 1,348 to 1,833 or over 30 per cent. Expenditure has increased from Rs. 2,90,000 to Rs. 8,00,000 or about 170 per cent.

HIGH SCHOOLS.

(a) *Boys*.—The numbers are practically stationary while expenditure has practically doubled.

(b) *Girls*.—Numbers have risen from 54 to 183 and expenditure has increased in about the same ratio.

ANGLO-VERNACULAR MIDDLE SCHOOLS.

(a) *Boys*.—This head shows progress, from 16,178 pupils to 23,511. Expenditure has practically doubled.

(b) *Girls*.—An increase from 398 pupils to 868 pupils. Expenditure has risen proportionately.

VERNACULAR MIDDLE SCHOOLS.

(a) *Boys*.—Schools have increased from 218 to 335 and pupils from 35,000 to 61,000. Expenditure has trebled.

(b) *Girls*.—Schools increased from 25 to 40 and numbers from 2,143 to 4,883. Expenditure has increased threefold.

PRIMARY SCHOOLS.

(a) *Boys*.—Schools increased from 3,698 to 4,189 and pupils from 269,452 to 270,072. Expenditure has doubled.

(b) *Girls*.—Schools increased from 316 to 334 and pupils from 18,014 to 21,027, *i.e.*, about 15 per cent. Expenditure has doubled.

SPECIAL SCHOOLS.

These are chiefly Normal Schools. (*Vide* references to these in subsequent notes.)

VOLUME IV.



Appendices to Volume I.

Statement of the Central Provinces Feudatory States.

[Referred to in paragraph 14.]

Serial No.	Name of State.	Caste of Chief.	Area in square miles.	Population.		Revenue.	Administrative
				Total.	Density per square mile.		
1	2	3	4	5	6	7	8
1	Bastar	Kshatri Somvanshi Chandel ..	13,062	464,407	36	Rs. 6,98,000	Government owing to the Rani's minority.
2	Chhangbhar	Kshatri Agnicula Chauhan ..	906	21,826	24	18,000	Ruling Chief.
3	Chhuikhadan	Bairagi	154	26,122	170	1,17,000	Do.
4	Jashpur	Kshatri Suriavanshi Hara ..	1,963	151,156	79	2,41,000	Do.
5	Kanker	Kshatri Chhandravanshi ..	1,431	124,928	87	3,14,000	Government owing to the minority of the Chief.
6	Kawardha	Raj Gond	798	61,783	77	2,39,000	Do.
7	Khairagarh	Kshatri Nagbansi	931	121,008	133	5,95,000	Do.
8	Korea	Kshatri Agnicula Chauhan ..	1,631	79,189	49	1,51,000	Ruling Chief.
9	Makrai	Raj Gond	155	12,803	83	1,00,000	Do.
10	Nandgaon	Bairagi	871	147,906	170	9,32,000	Do.
11	Raigarh	Raj Gond	1,486	241,634	163	4,95,000	Ruling Chief with restricted powers.
12	Sakti	Do.	138	41,554	301	94,000	Ruling Chief.
13	Sarangarh	Do.	540	117,781	218	2,85,000	Do.
14	Singuja	Kshatri Chhandravanshi Raksej	6,055	377,679	62	3,10,000	Do.
15	Udaipur	Do.	1,055	71,124	67	1,62,000	Government owing to the minority of the Chief.

APPENDIX II.
General Statement of the Legislative Council Electorate.
 [Referred to in paragraph 21 and also 53.]

Serial No.	Name of constituency.	Number of members.	Number of voters.				Number of votes polled.				Percentage of votes polled.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
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17	Hoshangabad district ...	1	7,000	6,517	6,695	7,184	...	4,425	4,270	...	66.09	59.4
18	Nimar district ...	1	4,000	3,970	3,780	3,759	1,979	2,276	2,463	49	60	65
19	Narsinghpur district ...	1	4,500	4,106	4,107	4,554	...	2,827	2,083	...	61	45.7
20	Chhindwara district ...	1	3,000	3,707	3,574	3,975	...	2,436	2,622	...	66	66
21	Betul district ...	1	2,500	3,665	3,869	4,031	...	2,171	1,988	...	56	49.32
22	Nagpur district, East ...	1	3,000	3,201	3,050	3,104	449	1,489	1,336	14.0	42	43.0
23	Nagpur district, West ...	1	5,000	5,536	4,547	4,823	...	2,614	2,561	...	57	53.1
24	Wardha tahsil ...	1	2,500	2,408	2,642	3,021	...	1,397	2,141	...	52.8	70.8
25	Wardha district ...	1	2,500	2,408	2,307	2,336	...	...	1,814	...	...	77.6
26	Chanda district ...	1	2,500	2,929	3,578	3,951	...	2,293	2,478	...	64	62.73
27	Bhandara district ...	1	3,500	4,106	5,010	4,848	...	3,365	3,180	...	67	69
28	Balaghat district ...	1	3,000	2,905	3,019	2,997	...	3,010	1,340	...	44	45
<i>Muhammadan Rural.</i>												
29	Jubbulpore division ...	1	2,000	1,676	2,138	2,417	399	1,341	1,621	23.8	63	67
30	Chhattisgarh division ...	1	1,000	887	1,004	1,363	...	701	999	...	70	73.3
31	Nerbudda division ...	1	2,500	1,823	2,404	3,141	...	1,382	...	...	57.48	...
32	Nagpur division ...	1	2,000	1,734	2,272	2,758	...	1,046	1,817	...	46	66.9
<i>Landholders</i>												
33	Jubbulpore and Nerbudda divisions ...	1	...	208	206	201	...	110	109	...	53.4	51
34	Nagpur and Chhattisgarh divisions ...	1	...	146	151	162	...	106	105	...	70.2	61.8
<i>University.</i>												
35	Nagpur University ...	...	...	...	1,033	556	...	949	508	...	93	91.36
<i>Mining.</i>												
36	Central Provinces and Berar Mining Association.	1	...	41	30	34	33	25	23	80.5	83.33	68
<i>Commerce and Industry.</i>												
37	Central Provinces Commerce and Industry.	1	...	132	177	272	...	127	...	...	71.75	...

Serial No.	Name of constituency.	Number of members.	Number of voters.				Number of votes polled.				Percentage of votes polled.			
			Originally estimated.	1920.	1923.	1926.	1920.	1923.	1926.	1920.	1923.	1925.	1926.	1927.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
II.—BERAR.														
<i>Non-Muhammadian Urban.</i>														
1	East Berar Municipal ..	1	5,000	2,830	3,476	4,031	258	2,074	3,013	9.1	59.7	74.7		
2	West Berar Municipal...	1	6,000	4,320	4,372	6,426	...	2,388	3,993	...	54.6	62.1		
<i>Non-Muhammadian Rural.</i>														
3	Amraoti Central ..	1	2,500	1,973	1,980	1,995	462	869	1,435	22.9	43.9	71.9		
4	Amraoti East ..	1	4,500	4,208	3,982	3,943	402	1,781	2,552	9.6	44.7	65		
5	Amraoti West ..	1	5,000	3,934	3,631	3,884	595	...	2,810	15.1	...	72.3		
6	Akola East ..	1	4,000	3,378	3,270	3,268	...	1,740	2,045	...	53.2	62.5		
7	Akola North-West ..	1	3,500	3,215	3,181	3,287	...	1,524	1,777	...	47.9	54		
8	Akola South ..	1	3,000	2,343	2,499	2,557	...	1,323	1,603	...	52.9	62.3		
9	Buldana Central ..	1	4,000	3,714	4,193	4,920	...	2,777	3,133	...	70	63.67		
10	Buldana (Malkapur and Jalgaon) ..	1	3,500	2,785	2,957	4,281	316	1,417	3,049	11.3	47.6	71.22		
11	Yeotmal East ..	1	3,000	1,794	1,780	1,952	...	...	...	...	...	...
12	Yeotmal West ..	1	3,000	2,028	2,207	2,497	301	...	1,872	14.8	...	74.9		
<i>Muhammadian Urban.</i>														
13	Berar Municipal ..	1	2,000	1,408	1,493	2,356	...	980	...	...	65.6	...		
<i>Muhammadian Rural.</i>														
14	East Berar ..	1	1,000	878	829	968	...	428	714	...	51.6	73.3		
15	West Berar ..	1	1,900	857	992	1,209	...	580	809	...	58.5	66.9		

APPENDIX III.

Classification of parties in the Legislative Council.

[Referred to in paragraph 66.]

Party.	Total membership.	Classification.							Remarks.
		Communal.		Territorial.		Linguistic.			
		Hindus.	Muham- madans.	Central Provinces.	Berar.	Linguistic.			
						Hindi.	Marathi.		
First Council—Extremists Independents Moderates Nationalists (a) No party	7	7	...	6	1	5	2	*Includes 1 Parsi and 1 Goan. (a) Creed of Home Rule. †Includes one Christian.	
	1	1	...	1	...	1	...		
	32*	24	6	20	12	11	21		
	3	3	...	1	2	1	2		
	10	10†	...	8	2	6	4		
Second Council—Swarajists Independents (b) Liberals	41	40	1	28	13	19	22	(b) Four of these generally supported the Swaraj party and five inclined to the Liberal side.	
	9	5	4	4	5	3	6		
	4	2	2	4	...	2	2		
Third Council—Nationalists (c) Swarajists Muhammadans	33	33	...	21	12	10	23	(c) This party was formed in the Council and includes— Respondents ... 13 Independent Congressmen ... 7 Non-Brahmins ... 3 Independents ... 9 Liberals ... 1 The party includes four nominated members.	
	16	16	...	13	3	11	5		
	7	...	7	4	3	3	4		

APPENDIX IV.
STATEMENT OF LEGISLATION.
Government Bills.
[Referred to in paragraph 85.]

Serial No.	Title.	Object.	Date of introduction.	Result with date.	For				Against		Number and year of Act if passed.	Action taken after rejection.
					Officials.	Noml-nated.	Elected.	Officials.	Noml-nated.	Elected.		
1	2	3	4	5	6	7	8	9	10	11	12	13
I of 1921	The Central Provinces Financial Commissioner's Functions Bill.	Provision for the discharge of the functions of the Financial Commissioner	2nd March 1921.	Passed on 2nd March 1921.	Passed without division						Act I of 1921.	
II of 1921	The Central Provinces Deputy President's Salary Bill.	Provision for the salary of the Deputy President of the Council.	Do. ...	Do. ...							Act II of 1921.	
III of 1921	The Central Provinces Municipalities Bill.	Better provision for the organization and administration of municipalities.	3rd December 1921.	Passed on 12th September 1922.							Act II of 1922.	
I of 1922	The Central Provinces Court Fees Bill.	Enhancement of court fees in the province by amendment of the Court Fees Act, 1870.	2nd March 1922.	Passed on 9th January 1923.							Act I of 1923.	
II of 1922	The Local Authorities Loans (Central Provinces Amendment) Bill.	To obtain power to advance loans to local authorities in temporary financial difficulties, etc.	11th September 1922.	Passed on 11th September 1922.							Act I of 1922.	
III of 1922	The Nagpur University Bill.	Establishment and incorporation of a University at Nagpur	12th September 1922.	Passed on 9th March 1923.							Act V of 1923.	
V of 1922	The High School Education Bill.	Establishment of a Board of High School Education.	Do. ...	Passed on 24th November 1922.							Act III of 1922.	
V of 1922	The Indian Stamp (Central Provinces Amendment) Bill.	Enhancement of stamp fees in the province by amendment of the Indian Stamp Act, 1899.	23rd November 1922.	Passed on 9th January 1923.							Act II of 1923.	
I of 1923	The Central Provinces Deputy President's Salary (Repealing) Bill.	Repeal of Act II of 1921 ...	8th January 1923.	Passed on 8th January 1923.							Act III of 1923.	

II of 1923	The Central Provinces Canal Management (Amendment) Bill.	Provision for the construction of water course by Government at cultivators' cost.	5th March 1923.	Passed on 5th March 1923.	Do.	...	Act IV of 1923.
III of 1923	The Central Provinces Land Revenue (Amendment) Bill.	Delegation of powers of higher Revenue Officers.	Do.	Passed on 6th August 1923.	Do.	...	Act VI of 1923.
IV of 1923	The Central Provinces Tenancy (Amendment) Bill.	Do.	Do	Do.	Do.	...	Act VII of 1923.
V of 1923	The Central Provinces Settlement Bill.	Definition of main principles of land-revenue settlement.	Do.	Lapsed with the dissolution of Council in 1926.	.....	...	...
VI of 1923	The Central Provinces Laws (Amendment) Bill.	To enable a District Judge to dispose of unclaimed movable property of a deceased in certain cases.	6th August 1923.	Passed on 6th August 1923.	Passed without division	...	Act IX of 1923.
VII of 1923	The Central Provinces Courts (Amendment) Bill.	Abolition of distinction between munsiffs and sub-judges and raising of pecuniary jurisdiction of sub-judges, 2nd class (ex-muniffs).	Do.	Passed on 14th August 1923.	Do.	...	Act VIII of 1923.
V of 1924	The Central Provinces Primary Education (Amendment) Bill.	Reduction in minimum difference between ages between which compulsion to be applied.	16th January 1924.	Consideration of the Bill rejected on 4th March 1924.	8 | 9 | 6 | ... |	7	Vide No. I of 1927.
II of 1924	The Central Provinces Madak Smoking Bill.	Limitation of opium smoking	Do.	Reference to Select Committee rejected on 4th March 1924.	Rejected without division	...	Vide No. XX of 1927.
III of 1924	The Central Provinces Weights and Measures of Capacity Bill.	Uniformity of standards of weights and measures of capacity.	Do.	Reference to Select Committee rejected on 4th March 1924.	Do.	...	Vide No. III of 1927.
IV of 1924	The Cattle Trespass (Central Provinces Amendment) Bill.	Conferral of power of sale of impounded old and decrepit animals under certain circumstances.	Leave to introduce rejected on 16th January 1924.	Leave to introduce rejected on 16th January 1924.	Do.	...	...
V of 1924	The Central Provinces Tenancy (Amendment) Bill.	Abolition of the compulsory transfer of decrees for rent of absolute-occupancy holdings to Collector.	4th March 1924.	Consideration rejected on 4th March 1924.	9 | 9 | 5 | ... |	38	Vide No. II of 1926.
I of 1925	The Central Provinces President's Salary Bill	Provision for the salary of the President of the Council.	4th March 1925.	Passed on 4th March 1925.	Passed without division.	...	Act I of 1925.

Government Bills—concl'd.

Serial No.	Title.	Object.	Date of introduction.	Result with date.	For			Against			Number and year of Act if passed.	Action taken after rejection.
					Officials.	Nomi-nated.	Elected.	Officials.	Nomi-nated.	Elected.		
1	2	3	4	5	6	7	8	9	10	11	12	13
I of 1926	The Central Provinces Courts (Amendment) Bill.	Increase in the Small Cause Jurisdiction of ordinary civil courts.	3rd March 1927.	Motion for circulation passed on 3rd March 1927.				Passed without division	...	...	Pending Bill.	
II of 1926	The Central Provinces Tenancy (Amendment) Bill.	Abolition of the compulsory transfer of decrees for rent of absolute occupancy holdings to Collector.	Do.	Passed on 16th January 1928.				do.	...	...	Act I of 1928.	
III of 1926	The Central Provinces Excise (Amendment) Bill.	Inclusion within the scope of the Act of all cocaine producing plants.	Do.	Passed on 4th March 1927.				do.	...	...	Act I of 1927.	
1926	The Public Gambling (Central Provinces Amendment) Bill.	Prevention of <i>Satta</i> gambling.	Do.	Passed on 16th March 1927.				do.	...	...	Act III of 1927.	
I of 1927	The Central Provinces Primary Education (Amendments) Bill.	Reduction in minimum difference between ages between which compulsion to be applied.	Do.	Do.				do.	...	...	Act II of 1927.	
II of 1927	The Central Provinces Village Sanitation and Public Management (Amendment) Bill.	Empowering panchayats to charge fees for use of slaughter-houses and to insist on their use and certain other purposes.	Do.	Passed on 16th January 1928.				do.	...	...	Act IV of 1928.	
III of 1927	The Central Provinces Weights and Measures of Capacity Bill.	Uniformity of standard of weights and measures of capacity.	4th March 1927.	Do.				do.	...	...	Act II of 1928.	
IV of 1927	The Central Provinces Prevention of Adulteration (Amendment) Bill.	Empowering the local Government to regulate the sale of tinned milk.	Do.	Do.				do.	...	...	Act V of 1928.	
V of 1927	The Central Provinces Borstal Bill.	Establishment and regulation of Borstal institutions.	Do.	Passed on 2nd March 1928.				do.	...	...	Act IX of 1928.	
VI of 1927	The Central Provinces Consolidation of Holdings Bill.	Provision for consolidation of agricultural holdings.	16th March 1927.	Passed on 16th January 1928.				do.	...	...	Act VIII of 1928.	

IX of 1927	The Central Provinces Pro- vision of Offenders Bill.	Provision for release on pro- vision of offenders in certain cases and other matters inci- -dental thereto.	4th August 1927.	Reference to Select Com- mittee on the 4th August 1927.	.....	(Further progress held up at the instance of the Govern- ment of India.)
X of 1927	The Central Provinces Vil- lage Panchayat (Amend- ment) Bill.	Enlarging the duties and powers of taxation of Pancha- yats and certain other pur- poses.	Do. ...	Passed on 17th January 1928.	Passed without division	Act VII of 1928.
XI of 1927	The Central Provinces Children Bill.	Provision for custody and pro- tection of children and young persons and for custody trial and punishment of youthful offenders.	Do. ...	Passed on 1st March 1928.	Do. do.	Act X of 1928.
XII of 1927	The Central Provinces Settlement Bill.	Definition of main principles of land-revenue settlement.	Do. ...	Reference to Select Com- mittee on 4th August 1927.	.....	(Pending Bill.)
XIII of 1927	The Central Provinces Municipalities (Second Amendment) Bill.	Provision for establishing a compassionate fund and for appeal against orders of dis- missal of municipal servants, etc.	Do. ...	Reference to Select Committee on 17th January 1927.	.....	Do.
XIV of 1927	The Central Provinces Local Self-Government (Amendment) Bill.	Minor amendments of the Act	Do. ...	Do. ...	.....	Do.
XX of 1927	The Central Provinces Opium Smoking Bill.	Limitation of opium smoking	16th January 1928.	Reference to Select Committee on 16th January 1928.	.....	Do.
XXI of 1927	The Central Provinces Land Revenue (Amendment) Bill.	Amending section 75 of the Act.	Do. ...	Passed on 16th January 1928.	Passed without division	Act III of 1928.
I of 1928	The Central Provinces Primary Education (Amendment) Bill.	Empowering local Govern- ment to compel local bodies to start compulsory education.	Do. ...	Reference to Select Committee on 16th January 1928.	.....	(Pending Bill.)
XIII of 1928	The Central Provinces Municipalities (Amend- ment) Bill.	Entrusting the management of cattle pounds to municipal committees.	1st March 1928.	Reference to Select Committee on 1st March 1928.	.....	Do.

APPENDIX V.
STATEMENT OF LEGISLATION.
Private Bills.
[Referred to in paragraph 91.]

Serial No.	Title	Object.	Date of introduction.	Result with date.	For			Against			Number and year of Act if passed.	Action taken after rejection.
					Officials.	Nomi-nated.	Elected.	Officials.	Nomi-nated.	Elected.		
I	2	3	4	5	6	7	8	9	10	11	12	13
I of 1925	The Central Provinces Slaughter of Animals (Amendment) Bill by Mr. K. M. Dharmadhikari.	Widening the definition of a slaughter-house	7th August 1925.	Withdrawn after introduction on 7th August 1925.			.....				...
II of 1925	The Central Provinces Municipalities (Amendment) Bill by Mr. E. Raghavendra Rao.	Disqualifying all Magistrates for election etc. and extension of the disqualifying period of sentence on conviction.	Do. ...	Lapsed with the dissolution of Council in 1926.			...				...
III of 1925	The Central Provinces Local Self-Government (Amendment) Bill By Mr. E. Raghavendra Rao.	Extension of the disqualifying period of sentence of conviction	Do. ...	Do. ...			.....				...
VII of 1927	The Central Provinces Municipalities (Amendment) Bill by Thakur Chedilal.	Exclusion of officials from nomination and allowing selection from persons residing in municipality and also removal of disqualification for election on ground of conviction.	21st March 1927.	Passed on 9th August 1927.			Passed without division				Act IV of 1927.	
VIII of 1927	The Central Provinces Local Self-Government (Amendment) Bill by Thakur Chedilal.	Removal of disqualification on ground of conviction and other minor purposes.	23rd March 1927.	Passed on 19th January 1928.			Do.	do.			Act VI of 1928	
XV of 1927	The Central Provinces Municipalities (Amendment) Bill by Mr. S. M. Rajman.	Removal of disqualification for election on ground of conviction.	8th August 1927.	Withdrawn on 1st September 1927.			.....				...

XVI of 1927	The Central Provinces Municipalities (Amendment) Bill by Mr. M. P. Kolhe.	Abolition of selection	Do. ...	Motion for circulation passed on 8th August 1927.	.....	(Pending Bill.)
XVII of 1927.	The Central Provinces Village Panchayat (Amendment) Bill by Rao Bahadur N. K. Kelkar.	Securing direct touch and control by the local Government (Ministry of Local Self-Government) over the panchayats.	Do. ...	Reference to Select Committee on 8th August 1927.	.....	Do.
XVIII of 1927.	The Central Provinces Tenancy (Amendment) Bill by Mr. K. P. Vaidya.	Raising the status of an occupancy tenant on the lines of that of absolute-occupancy tenants and certain other purposes.	Do. ...	Motion for circulation passed on 19th January 1928.	.....	Do.
XIX of 1927	The Central Provinces Slaughter of Animals (Amendment) Bill by Mr. G. G. Singai	Extension of the definition of a slaughter-house.	9th August 1927.	Reference to Select Committee on 9th August 1927.	.....	(Select Committee recommended postponement of the Bill, Pending Bill.)
II of 1928	The Central Provinces Municipalities (Amendment) Bill by Mr. Y. M. Kale.	Giving power of appeal in respect of orders made by municipal committees regarding their servants.	19th January 1928	Reference to Select Committee on 19th January 1928.	.....	(Pending Bill.)
III of 1928	The Central Provinces Tenancy (Amendment) Bill by Mr. R. W. Fulay.	Allowing certain transfers of occupancy holdings in favour of Co-operative Societies.	Do. ..	Motion for circulation passed on 19th January 1928.	.....	Do.
IV of 1928	The Central Provinces Land Revenue (Amendment) bill by Thakur Chendral.	Discontinuance of arrest and detention or imprisonment in civil jail of a revenue defaulter.	Do. .	Do.	...	Do.
V of 1928	The Central Provinces Village Sanitation and Public Management (Repealing) Bill by Mr. G. C. Singai.	Repeal of the Act in order to stimulate formation of panchayats under the Central Provinces Village Panchayat Act.	Do. ...	Do.	.....	Do.

Private Bills—concl'd.

Serial No.	Title.	Object.	Date of introduction.	Result with date.	For			Against.		Number and year of Act if passed.	Action taken after rejection.	
					Officials.	Nom- inated.	Elected.	Officials.	Nom- inated.			Elected.
I	2	3	4	5	6	7	8	9	10	11	12	13
VI of 1928	The Central Provinces Opium Smoking Prohibition Bill by Mr. G. C. Singal.	Total prohibition of opium smoking.	19th January 1928.	Reference to Select Committee on 19th January 1928.	.....						(Pending Bill.)	
VII of 1928	The High School Education (Amendment) Bill by Mr. B. G. Khaparde.	Revision of the constitution of the High School Education Board.	Do. ...	Motion for circulation passed on 19th January 1928.	.....						Do.	
VIII of 1928	High School Education (Amendment) Bill by Mr. V. V. Kaliker.	Revision of the constitution of the High School Education Board to increase elective element.	Do. ...	Do.	.....						Do	
IX of 1928	The High School Education (Amendment) Bill by Mr. T. J. Kedar.	Revision of constitution of High School Education Board to secure non-official majority and removal of certain other defects.	Do. ...	Do.	.....						Do.	
X of 1928	The High School Education (Amendment) Bill by Mr. Y. M. Kale.	Allowing appearance of private students at the Board examination.	Do. ...	Do.	.....						Do.	
XI of 1928	The High School Education (Amendment) Bill By Mr. G. D. Charde.	Introducing the principle of election in the constitution of the High School Education Board and giving more representation to local authorities.	Do. ...	Do.	.....						Do.	
XII of 1928	The Central Provinces Municipalities (Amendment) Bill by Mr. G. R. Pradhan.	Allowing collection of conservancy tax from owners as well as occupiers.	Do. ...	Do.	.....						Do.	

APPENDIX VI.
Statement of Questions disallowed.
[Referred to in paragraph 106.]

Rule under which disallowed.	Reason for disallowance.	Number of questions disallowed in					
		1924.	1925.	1926.	1927.	January to March 1928.	Total.
1	2	3	4	5	6	7	8
<i>Council Rule.</i>							
7	Not primarily the concern of the local Government	...	11	3	43	8	65
8 (i)	Not asking for information or not of public importance	...	49	25	7	8	90
8 (i) (ii)	Affecting relations of His Majesty's Government with any Prince or Chief.	2	...	...	1	...	3
8 (i) (iii)	Relating to matters under adjudication by a Court of Law	...	...	...	1	3	4
9	Regarding controversy with Higher Authorities	...	1	...	1	...	2
10 proviso	Supplementary question infringing any rules	5	5	9	6	2	27
<i>Standing Order.</i>							
11	Not relating to public concern	...	2	1	26	1	30
12 (1)	Bringing in any name or statement to make question intelligible	...	...	4	2	...	6
12 (2)	Responsibility for making a statement	...	6	22	...	...	31
12 (3)	Containing arguments	3	6	4	4	2	16
12 (3)	Containing inferences	...	7	...	1	...	13
12 (3)	Containing defamatory statements	5	20	24	1	1	49
12 (3)	Containing expressions of opinion	3	6	4	9	6	26
12 (4)	Asking as to the character or conduct of any person	1	...	...	1	2	3
12 (5)	Questions of excessive length	...	9	10	1	...	21
12 (6)	Abuse of the right of asking questions, etc.	1	5	4	6	5	21
13							
	Total	22	127	110	110	38	407
	Questions partly disallowed	10	62	29	273	39	413

APPENDIX VII.

[Referred to in paragraph 112].

Statement of Resolutions moved in the Central Provinces Legislative Council.

Serial No.	Date.	Reference to Council debate.		Mover's name.	Summary of recommendation.	Withdrawn	Lost.	Passed		Remarks.
		Volume.	Page.					Without division.	After division.	
1	2	3	4	5	6	7	8	9	10	
					I.—FIRST COUNCIL, 1921—23.					
1	27th January 1921.	I	36—38	Jayavant, R. R.	Welcome to His Royal Highness the Duke of Connaught.	...	...	1	...	
2	Do.	I	38 & 39	Mahajani, R. S. R. V.	Appointment of a committee to enquire into the revenue and expenditure of Berar and Central Provinces, respectively.	1	...	...	...
3	Do.	I	39	Do.	Appointment of a committee to revise the curricula of Primary and Secondary schools.	1	...	...	...
4	Do.	I	39	Do.	Payment to the working Mahars in Berar.	1	...	...	...
5	28th January 1921.	I	64—67	Brahma, R. B. K. V.	Closure of civil courts in Berar from 1st May to 30th June 1921 on account of scarcity of water.	..	1	...	...
6	Do.	I	68	Sane, J. B.	Abolition of Mahar Baluta in Berar.	1	...	...	...
7	Do.	I	68—79	Dravid, N. A.	Limiting Minister's salaries to Rs. 2,000 pending passage of budget.	...	...	1	...	
8	Do.	I	79	Dixit, M. R.	Students' Advisory Committee to collect information about technical and industrial courses in foreign countries.	...	...	1	...	
9	3rd March 1921.	I	124—138	Kulkarni, V. G.	Local bodies and dispensary committees be allowed to deposit their balances with co-operative banks.	...	1	...	...

10	Do.	...	I	132—135	Jaiswal, G. P.	...	Special consideration be given to the districts of Hoshangabad and Narsinghpur in the revised scheme of roads in the province.	1	...	...	...
11	Do.	...	I	135—143	Jaiwant, R. R.	...	Salaries of women and men teachers in Government Vernacular schools be raised by Rs. 5 in each grade.	...	...	...	40 : 19
12	Do.	...	I	141	Mahajani, R. S. R. V. ...	...	Establishment of a Provincial Research Institute	1	...	...	...
13	Do.	...	I	141—156	Do.	...	Appointment of a committee to determine the proportion which expenditure in Berar should bear to its revenue.	...	...	...	35 : 23
14	4th March 1921	...	I	171—184	Do.	...	Abolition of the practice of removing the local Government to the hills during summer.	...	1	...	...
15	Do.	...	I	184—187	Dixit, M. R.	...	Increase in the rates of allowances paid to clerks and chaprassies who accompany Government to the hills.	1	...	...	...
16	Do.	...	I	188—199	Jaiswal, G. P.	...	Appointment of a committee to enquire into the administration of Narsinghpur district.	...	1	...	...
17	5th March 1921	...	I	246 & 247	Kelkar, K. B. N. K.	...	Appointment of a Standing Committee for Sanitation and Medical relief and for the Department of Education.	...	...	1	...
18	15th March 1921	...	I	320—323	Thakur Ratan Singh	...	Publication of the <i>Central Provinces Gazette</i> in Hindi and Marathi.	1	...	...	...
19	Do.	...	I	323—329	Dixit, M. R.	...	Appointment of a committee to enquire into the revision of the scale and grades of pay of clerks.	...	...	1	...
20	Do.	...	I	330—332	Pachory, B. P.	...	Provision for metalling the old Bombay road connecting Narsinghpur with Jubbulpore.	1	...	...	...
21	16th March 1921	...	I	364—368	Nandagaoli, K. G.	...	Appointment of a committee to enquire into the problem of the depressed classes.	...	...	1	...
22	Do.	...	I	368—370	Jaiswal, G. P.	...	Establishment of an Ayurvedic school and charitable Ayurvedic dispensaries.	1	...	...	...

Statement of Resolutions moved in the Council & Journals of the Government

Serial No.	Date.	Reference to Council debate.		Mover's name.	Summary of recommendation.	Withdrawn	Lost.	Passed		Remarks.
		Volume.	Page.					With- out division.	After division.	
1	2		3	4	5	6	7	8	9	10
23	16th March 1921	I	370—372	Ratan Singh, Thakur ...	I.—FIRST COUNCIL, 1921—23—contd. Appointment of a committee for revising and framing rules to define the functions and responsibilities of Government school committees.	...	1	...	...
24	Do.	I	372	Gavai, G. A.	Appointment of a committee to enquire into the educational condition of the depressed classes.	1	...	...	...
25	Do.	I	372	Do.	Retention of the Mahar Baluta system in Berar.	1	...	...	...
26	Do.	I	376	Jayavant, R. R.	Appointment of a committee to consider the question of revising article 70 of the Educational Manual.	1	...	...	...
27	Do.	I	372—375	Ramsahaigir, Mahant ...	Conduct of the proceedings of the Council in Hindi.	1	...	...	...
28	Do.	I	376—379	Do.	Discontinuance of the practice of fixing criminal and revenue cases for hearing while out on tour.	1	...	...	...
29	Do.	I	379—382	Mojilal, Seth	Payment of the 'adav haq' to kotwars in Nimar district in cash instead of in kind.	...	...	...	32:17	
30	Do.	I	382—387	Parakh, C. B.	Publication of Council proceedings in English, Hindi and Marathi.	...	...	1	...	
31	Do.	I	387 & 388	Ramsahaigir, Mahant ...	Disallowance of travelling allowances to those officers whose duty is mainly touring.	1	...	...	...
32	Do.	I	388 & 389	Mojilal, Seth	Abolition of the 'Beḡar' system.	1	...	...	...

33	Do.	I	389—393	Anandi Prasad	...	Appointment of a committee to draft a Bill to amend the Municipal Act.	1	...	...	...
34	Do.	I	393	Dravid, N. A.	...	Appointment of a committee to consider the question of housing accommodation.	1	...	...	...
35	Do.	I	394	Dixit, M. R.	...	Appointment of a committee to report upon the treatment of political prisoners in jails.	1	...	...	...
36	Do.	I	394	Sunderlal Richariya	...	Stopping the slaughter of cows and buffaloes.	1	...	...	...
37	Do.	I	395—400	Dixit, M. R.	...	Appointment of a committee to report on retrenchment in the present cost of administration.	1	...	...	...
38	Do.	I	400	Sunderlal Richariya	...	Development of the dyeing trade in the Saugor district.	1	...	...	...
39	2nd August 1921	II	206—220	Pachory, B. P.	...	Assignment of a share in the land revenue, excise revenue, and further grants to local bodies.	...	1	...	...
40	Do.	II	221—224	Ramsahaigir, Mahant	...	Withdrawal from kotwars of right of levying dues from malguzars in villages where they hold 'muafi' land.	...	1	...	...
41	Do.	II	224—242 287—316	Brahma, R. B. K. V.	...	Constitution of a University in Central Provinces.	...	...	1	...
42	3rd August 1921	II	316—332	Pachory, B. P.	...	Relief of malguzars and tenants from the obligation to pay kotwar dues.	...	1	...	...
43	Do.	II	328—331	Jaiswal, G. P.	...	Amalgamation of the post of Assistant Director of Public Instruction with that of the Inspector of European Schools and Science.	...	...	...	37:58
44	4th August 1921	II	352 & 353	Dixit, M. R.	...	Abolition of levy of double fees from students who have failed in their examination in Secondary Schools.	1	...	...	...
45	Do.	II	353—363	Do.	...	Abolition of distinction between the Indian and Provincial Educational Services.	...	...	1	...

Statement of Resolutions moved in the Central Provinces Legislative Council—contd.

Serial No.	Date.	Reference to Council debate.		Mover's name.	Summary of recommendation.	Withdrawn.	Lost.	Passed		Remarks.
		Volume.	Page.					With- out division.	After division.	
1	2	3	4	5	6	7	8	9	10	
46	4th August 1921 5th August 1921	II	363—373 450	Pande, K. P.	...	...	...	...	...	This reso- lution was adjourned and never decided.
47	4th August 1921	II	375—378	Mojilal, Seth	...	...	1	...	...
48	Do.	II	379—383	Anandi Prasad	...	...	1	...	...
49	Do.	II	383—390	Brahma, R. B. K. V.	...	...	...	...	32:17	
50	Do.	II	390 & 391	Jaiswal, G. P.	...	...	...	1	...	
51	Do. 5th August 1921	II	392—396 423—450	Sheolal, Seth	...	...	...	1	...	
52	Do. 6th August 1921	II	450—457 500—509	Dravid, N. A.	...	1	...	...	...
53	Do.	II	509—511	Anandi Prasad	...	1	...	...	...

54	Do.	...	II	512-514	Khalatkar, R. S. N. T.	Continuance of membership of municipality or local body for not more than six years.	1	...	...	...
55	Do.	13th August 1921	II	515-519 944 & 945	Mahajani, R. S. R. V.	Grants to local bodies, etc., for temperance propaganda.	...	...	1	...
56	Do.	6th August 1921	II	519-522	Ramsahaigir, Mahant ...	The grant of licences for guns not to be subject to the recommendation of Tahsildars and Police only.	...	1	...	...
57	Do.	...	II	522-537	Dravid, N. A.	Separation of Judicial and Executive functions ...	...	...	1	...
58	Do.	...	II	537 & 538	Jayavant, R. R.	Removal of the sex disqualification with regard to the franchise.	1	...	...	...
59	Do.	...	II	538-541	Jaiswal, G. P.	Posts of Headmasters reserved for members of the Indian Educational Service to be given to the Provincial Educational Service.	...	...	1	...
60	Do.	...	II	542	Parakh, C. B.	Cancellation of all licences for selling liquor within the limits of the Nagpur Municipality.	1	...	...	...
61	Do.	...	II	542 & 543	Ramsahaigir, Mahant ...	Relaxation of the rules requiring medical certificates from Government doctors.	1	...	...	...
62	Do.	...	II	544	Brahma, R. B. K. V. ...	Popularization of improved agricultural implements.	1	...	...	...
63	Do.	...	II	544-548	Ramsahaigir, Mahant ...	Government to take the help and approval of three or four good cultivators to all crop estimates made by Government officials.	...	...	1	...
64	9th August 1921	...	II	603	Dixit, M. R.	Abolition of posts of Commissioners of Divisions.	...	...	...	28:21
65	10th August 1921	...	II	680-686	Nandagaoli, K. G.	Nomination by Government to local bodies of members from the depressed classes.	...	...	1	...
66	Do.	...	II	687-692	Dravid, N. A.	Appointment of lawyers as law professors by rotation.	1	...	...	...
67	Do.	...	II	693 & 694	Dixit, M. R.	Disapproval of the announcement of the Secretary of State regarding increments in the salaries of the Imperial Services.	1	...

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68	10th August 1921	II	694—699	Anandi Prasad	I.—FIRST COUNCIL 1921—23—contd. Exemption from taxation of Nazul lands treated as private properties.	...	1	
69	Do.	II	699—704	Jaiswal, G. P.	Liberal revision of the Arms Act Rules	...	...	1	...	
70	Do.	II	704—712	Deshmukh, R. M.	Appointment of a committee to enquire into the illegalities practiced by officials to counteract political movements.	1	...	...	...
71	Do.	II	712—714	Sheolal, Seth	Appointment of standing committees of darbaris.	...	1	...	...
72	Do.	II	718—723	Anandi Prasad	Abolition of High School Entrance and Scholarship examinations.	...	1	...	...
73	11th August 1921	II	773—776	Mojilal, Seth	Provision of sheds for litigants attending Civil and Criminal Courts as far as funds permit.	...	...	1	...	
74	Do.	II	776—778	Anandi Prasad	Introduction of Mookhtiar's examination	...	1	...	...
75	Do.	II	779 & 780	Sheolal, Seth	Adoption of the vernacular as the medium of instruction.	1	...	...	...
76	Do. 12th August 1921	II	780—786 816—824	Ratan Singh, Thakur	Discontinuance of the export of beef	1	...	

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92	13th August 1921	II	914—927	Jaiswal, G. P.	Inquiry into the economic conditions of the peasantry with a view to establish debt conciliation boards.	1	
93	Do.	II	927—944	Pachory, B. P.	Preparation of a programme for the expansion of primary education.	...	...	1	...	
94	Do.	II	944 & 945	Pande, K. P.	Subsidies to local bodies for eradication of drink evil.	...	...	1	...	
95	28th November 1921.	III	45—50	Mathura Prasad, R. S.	Appointment of district committees to deal with railway grievances.	...	...	...	36:14	
96	Do.	III	50—54	Sunderlal Richaria	Extension of limitation for possessory suits by tenants against trespassers.	1	...	...	...
97	Do.	III	55	Sheolal, Seth	Advice of Central Provinces Hindi Literary Conference be taken in constituting Text Book Committee.	...	1	...	...
98	Do.	III	56—59	Mahajani, R. S. R. V.	Recognition of whole service of vernacular teachers as superior for pension.	1	...	...	...
99	Do.	III	59—68	Nandagaoli, K. G.	Use of public wells, etc., by depressed classes	...	1	...	...
100	29th November 1921.	III	112—117	Khalatkar, R. S. N. T.	Refund of diet money to parties either immediately in court on conclusion of case or by money order.	...	...	1	...	
101	Do.	III	117—126	Sunderlal Richaria	Grant of yearly leases of khudkhas lands by malguzars to tenants without giving rise to tenancy rights.	...	1	...	...

102	Do.	...	III	126	Mathura Prasad, R. S.	Committee to report on the possibility of establishing new industries and manufactures.	1	...	...	...
103	Do.	...	III	127	Sunderlal Richaria	Right to mortgage occupancy holding to malguzars.	1	...	...	...
104	Do.	...	III	127 & 128	Deshpande, P. R.	Construction of waiting rooms at Borkhedi and Tuljapur Railway Stations.	...	...	1	...
105	Do.	...	III	123—134	Mahajani, R. S. R. V. ...	Appointment of legal practitioners as Judges of Judicial Commissioner's Court.	...	...	1	...
106	Do.	...	III	134—136	Anandi Prasad	Appointment of members of Council on Standing Committees.	...	1	...	...
107	Do.	...	III	137—139	Mahajani, R. S. R. V. ...	Abolition of distinction between Munsiffs and Subordinate Judges.	1	...	...	...
108	Do.	...	III	139—149	Do.	Increase in dear district allowance to Government servants.	...	1	...	...
109	Do.	...	III	149—153	Mojilal, Seth	Reservation of land by tenants for growing grass.	...	1	...	...
110	30th November 1921.	...	III	174—176	Mahajani, R. S. R. V. ...	Appointment of Government Advocate and Public Prosecutors for a fixed period.	...	1	...	...
111	Do.	...	III	177—197	Mohamad Ahmed	Issue of standing orders to treat political prisoners with general civility according to their social position.	...	...	1	...
112	Do.	...	III	197—202	Mahajani, R. S. R. V. ...	Filling up of the two listed posts on the executive side by officers of the provincial service.	...	...	...	36:17
113	Do.	...	III	202—208	Deshpande, P. R.	Abolition of posts of Assistant Inspectors of Schools.	1	...	...	...
114	Do.	...	III	208—210	Do.	Construction of overbridge at Sindi Railway Station.	1	...	...	...
115	1st December 1921.	...	III	237—244	Korde, T. S.	Formation of Agricultural Associations	1	...

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116	1st December 1921.	III	245—251	Nandagaoli, K. G.	Nomination of Honorary Magistrates from among the depressed classes.	1	...	
117	Do.	III	251—261	Mathura Prasad, R. S.	Introduction of trial by jury system	...	...	1	...	
118	Do.	III	261—264	Deshpande, P. R.	Revision of the scale of pay of Civil Surgeons appointed from the provincial service.	1	...	...	...
119	Do.	III	264—269 414 & 415	Pachory, B. P.	Sending capable Indians to other countries to study the system of education.	1	...	...	...
120	3rd December 1921.	I	161—172	Pande, K. P. Mathura Prasad, R. S.	Establishment of Technological Institutions	1	...	...	...
121	6th March 1922	I	172—185	Mahajani, R. S. R. V.	Amendment of section 13 of Legal Practitioners Act XVIII of 1879.	...	1	...	...
122	Do.	I	185—190	Khalatkar, R. S. N. T.	Constitution of Board of Court of Wards	1	...	...	...
123	Do.	I	190—197	Mojilal, Seth	Appointment of committee to settle disputes over village <i>abadi</i> .	1	...	...	...
124	Do.	I	197—202	Dixit, M. R.	Commencement of meeting of the Legislative Council at 1 p.m.	...	...	1	...	
125	Do.	I	203—208 223—248	Pande, K. P.	Stoppage as far as possible of recruitment for Imperial Service posts in the British Isles.	...	...	...	53:1	

126	7th March 1922	I	249—271	Mathura Prasad, R. S. ...	Industrial development loan of one crore of rupees.	1	...	...	...
127	Do. 8th March 1922	I	271—273 288—305	Nandagaoli, K. G. ...	Curtailment of salaries of officers of every department.	...	...	...	30 : 28
128	8th March 1922	I	305	Dixit, M. R.	Abolition of the post of Sanitary Engineer	1	...	...	...
129	Do.	I	305	Do.	Abolition of the post of Commissioner of Excise...	1	...	...	...
130	Do.	I	306—309	Brahma, R. B. K. V. ...	Extension of summer vacation of Courts by 15 days.	1	...	...	...
131	Do.	I	308—314	Mojilal, Seth	Revision of the scale of pay of Extra-Assistant Commissioners.	1	...	...	...
132	Do.	I	315—318	Mir Medhi Ali Khan, Nawab.	Provision of a building for the Muhammadan Girls' Primary School at Amraoti Camp.	1	...	...	...
133	Do.	I	318	Jaiswal, G. P.	Abolition of posts of Superintending Engineers ...	1	...	...	...
134	Do.	I	318—320	Mir Mehdi Ali Khan, Nawab.	Provision of a suitable building for two Bench Courts at Amraoti.	1	...	...	...
135	Do.	I	321	Brahma, R. B. K. V. ...	The undertaking of propaganda work regarding hygiene and sanitation.	1	...	...	...
136	Do.	I	321—334	Mahajani, R. S. R. V. ...	Prosecutions under section 41, Indian Factories Act.	...	1	...	...
137	13th September 1922.	II	553—559	Anandi Prasad	Sitting of the Council till all the resolutions are discussed.	...	1	...	...
138	Do.	II	569—563	Nandagaoli, K. G.	Formation of a regiment of the depressed classes	1	...	...	...
139	Do.	II	563—565	Deshpande, S. D.	Government of India to meet the expenses of the Railway Police.	1	...	...	...
140	Do.	II	565—572	Ratanasingh, Thakur	Record of statements and depositions in courts to be made in vernacular.	...	1	...	...
141	Do.	II	572 & 573	Ramsabaigir, Mahant ...	Remission by money order of compensation or costs awarded by courts.	1	...	...	...
142	Do.	II	573 & 574	Mohamed Ahmed	Grant of facilities to prisoners in jails for religious observances.	1	...

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143	13th March 1922	II	575—602 613—631	Dravid, N. A.	Appointment of a committee to enquire into the handcuffing of Ravi Shanker Shukul.	...	1	
144	Do.	II	638—641	Khalatkar, R. S. N. T.	Appointment of a committee to prevent disorderly disposition of charitable endowments.	...	1	...	...
145	14th September 1922.	II	641—644	Anandil Prasad	Publication of the Council Proceedings in the Gazette.	...	1	...	...
146	Do.	II	644—649	Mathura Prasad, R. S. ...	Construction of a bridge over the Kanhan river in the Chhindwara district.	1	...	...	...
147	Do.	II	649	Pachory, B. P.	Placing of Deputy Inspectors of Schools under District Councils and District Boards.	1	...	...	...
148	Do.	II	650 & 651	Nandagaoli, K. G.	Prohibition by law of the eating of flesh of dead animals.	...	1	...	...
149	Do.	II	651 & 652	Khalatkar, R. S. N. T.	Courteous treatment of persons of status in court	...	1	...	...
150	Do.	II	652—654	Do.	Abolition of some posts of Circle Inspectors of Police.	1	...	...	...
151	Do.	II	654—658	Kane, D. K.	Establishment of composite Anglo-Vernacular Schools for Hindu and Muhammadan boys.	1	...	...	...

152	Do.	II	658	Kulkarni, R. S. V. G. ...	Appointment of a committee to suggest revision of the Berar Cotton and Grain Markets Law.	1	...	...	...
153	Do.	II	659	Khalatkar, R. S. N. T.	Regarding a scale of allowance to assessors	1	...	...	...
154	Do.	II	660—664	Mathura Prasad, R. S.	Opening of a Medical School at Jabulpore	...	1	...	...
155	Do.	II	664&665	Khalatkar, R. S. N. T.	Provision of sheds or waiting rooms at railway stations.	...	...	1	...
156	25th September 1922.	II	667—676	Mahajani, R. S. R. V. ...	Removal of discontent among agricultural assistants	...	1	...	...
157	Do.	II	676—679	Anandi Prasad	Abolition of lodging fee charged to members of Council when they visit Nagpur on duty.	...	...	22:19	...
158	Do.	II	679—684	Sakharam Appa, R. S.	Publication of prevailing market rates of cotton in Berar.	...	1	...	...
159	Do.	II	684—688	Sheolal, Seth	Opening of commercial classes at Nagpur, Jabulpore and Amraoti	1	...	...	...
160	Do.	II	688—694	Pastey, W.	Enhancement of civil pensions	...	1	...	...
161	Do.	II	694—699	Deshpande, M. G.	Conferral on Mukaddams of powers of appointing, suspending or dismissing kotwars.	...	...	24:17	...
162	Do.	II	700—703	Gavai, G. A.	Admission of students of depressed classes into the Patwardhan High School, Nagpur.	...	1	...	...
163	16th September 1922.	II	705—709	Kane, D. K.	Subordination of Assistant and Sub-Assistant Surgeons on jail duty to Jail Superintendents and not to Jailors.	...	1	...	...
164	Do.	II	709 & 710	Sakharam Appa, R. S.	Supply of copper or properly tinned plates to prisoners.	1	...	...	...
165	Do.	II	710	Katre, L. G.	Abolition of the practice of depositing fire arms in Police Stations.	1	...	...	...
166	Do.	II	711—713	Sheolal, Seth	Increase of the period of summer vacation in the Judicial Commissioner's Court.	...	1	...	...
167	Do.	II	713—715	Jaiswal, G. P.	Better arrangement of passenger trains between Itarsi and Jabulpore.	1	...	...	...
168	Do.	II	715—717	Khalatkar, R. S. N. T.	Addition to the list of public holidays	1

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169	16th September 1922.	II	717&718	Jaiswal, G. P.	Disapproval of the recommendation of the Rasad and Begar Committee to construct more inspection and dak bungalows.	1	
170	Do.	II	719—722	Sheolal, Seth	That translation fees in appeals to Judicial Commissioner's Court should not be levied from the parties.	...	...	21:18	
171	Do.	II	722	Deshpande, P. R.	Establishment of a Veterinary Dispensary at Sindi.	1	...	...
172	Do.	II	722—724	Nandagaoli, K. G.	Allotment of money from Excise revenue for free and compulsory Primary Education.	1	...	...
173	Do.	II	724&725	Sakharam Appa, R. S.	Stoppage of the illegal practices of Pardhis in Berar.	1	...	...
174	Do.	II	725&726	Sheolal, Seth	Provision of first and second class carriages in mail and passenger trains.	...	1	...	
175	Do.	II	726&727	Khalatkar, R. S. N. T.	Provision of inter class accommodation in all trains.	1	...	...
176	Do.	II	727—729	Kane, D. K.	Reservation of a fourth cost in the cadre of District Superintendents of Police for officers of the Provincial Police Service.	...	1	...	
177	Do.	II	729—732	Nandagaoli, K. G.	Appointment of a committee to enquire into the conditions of service of Kotwars.	...	1	...	
178	Do.	II	732&733	Mahajani, R. S. R. V.	Application of section 7 of the Bengal Will and Intestacy Regulation to the Central Provinces and Berar.	1	...	...

179	Do.	...	II	734	Khalatkar, R. S. N. T.	Closing of Court work at 5 p.m. punctually	...	1	...	...	...
180	Do.	...	II	735-737	Katre, L. G.	Introduction of a Bill providing for inspection of Boilers by Insurance Companies.	...	1	...	...	...
181	Do.	...	II	738 & 739	Khalatkar, R. S. N. T.	Grant of receipts by lawyers for money paid or deposited by parties.	...	1	...	...	...
182	Do.	...	II	739-742	Ramsahaigir, Mahant	Stoppage of touring of Sub-Divisional Magistrates, Tahsildars and Naib Tahsildars, etc.	...	1	...	...	...
183	20th November 1922.	...	III	15-19	Sakharam Appa, R. S.	Legislation to prohibit smoking by boys	...	1	...	...	...
184	Do.	...	III	20-26	Sheolal, Seth	Discontinuance of summer oxodus to Pachmarhi.	...	...	1	...	...
185	Do.	...	III	26-31	Ratan Singh, Thakur	Removal of prohibition of grazing by sheep and goats in Government forests.	...	1	...	...	...
186	Do.	...	III	31-35	Anandi Prasad	Release of all political prisoners	...	...	1	...	...
187	Do.	...	III	35-40	Korde, T. S.	Speedy delivery of post in rural areas	...	...	...	1	...
188	21st November 1922.	...	III	98-103	Khalatkar, R. S. N. T.	Holding of district durbars with a view to reduce the miscellaneous work of the Legislative Council.	...	1	...	...	...
189	Do.	...	III	103-117	Deshpande, R. B. M. G.	Disforestation for grazing of all forest within half a mile of occupied land or village site.	...	...	1	...	...
190	Do.	...	III	117-122	Kane, D. K.	Establishment of municipalities at Wun and Digraa in Yeotmal district.	...	1	...	...	...
191	Do.	...	III	123 & 124	Mahajani, R. S. R. V.	Construction of a ticket office and a bridge at the Akola station.	...	1	...	...	...
192	Do.	...	III	124-128	Do.	Reference to a committee before publication of any rules proposed to be framed by Government.	...	...	1	...	...
193	Do.	...	III	128 & 129	Khalatkar, R. S. N. T.	Arrangement for treatment of persons bitten by rabid dogs or ja-kals at Nagpur, Jabulpore, Akola or Amraoti.	...	1	...	...	...
194	Do.	...	III	130-138	Do.	Facilities for grazing cattle in Government forests.	1

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195	12th January 1923.	I	244—265	Pande, K. P.	Financial settlement between Central Provinces and Berar.	...	1	
196	13th January 1923.	I	295—337	Jaiswal G. P.	Appointment of an Indian to the post of a Secretary to Government at the earliest opportunity when the next vacancy occurs.	...	...	1	...	
197	Do.	II	98—116	Do.	Abolition of at least one post of Superintending Engineer (Irrigation Branch).	...	...	...	34:16	
198	Do.	II	116—121	Do.	Retention of special allowances for clerks of all departments until the Retrenchment Committee's recommendations are brought into effect.	1	...	...	...
199	Do.	II	121—123	Sunderlal Recharia	Translation of papers and Bills published in Hindi to be in current language.	...	...	1	...	
200	Do.	II	123—126	Sheolal, Seth	Free supply of copies of Council Proceedings and annual reports to editors of newspapers and those who received free copies of <i>Central Provinces Gazette</i> .	1	...	...	...
201	Do.	II	127—131	Khalatkar, R. S. N. T.	Retrenchment in Judicial Department and remuneration of law officers.	...	...	1	...	
202	9th March 1923	II	131—136 223—230	Mahajani, R. S. R. V.	Extension of Public Gambling Act to Berar	...	1	...	...
203	Do.	II	230—235	Kane, D. K.	Use of Urdu as medium of instruction, grant of scholarship to Urdu scholars and opening of High Schools for Musalman students.	1	...	...	...
		II	236—249	Mohamed Ahmad						

204	Dec.	II	249 & 250	Khalatkar, R. S. N. T.	Medical School for girls	...	1	...	...	...	The de- bate on this reso- lution was ad- journed and never revived.
205	Do.	II	250—252	Nandagaoli, K. G.	Government to give effect to the recommenda- tions contained in paragraphs 35, 36, 37, 38, 40, 42, 50, 57, 73, 85, 86, 87 of the Retrenchment Committee's report.	...	...	...	...	...
206	6th August 1923	III	46	Katre, L. G.	Provision of a sum of Rs. 7,000 in 1923-24 budget for the department of Agriculture.	...	1	...	...	...
207	Do.	III	47 & 48	Dixit, M. R.	Appointment of Standing Counsel for a period of five years only without reappointment.	...	1	...	...	...
208	Do.	III	48—50	Jayavant, R. R.	Alteration of qualification for the University constituency of the Legislative Council.	...	1	...	...	...
209	Do.	III	50—57	Mathura Prasad, R. S.	Measures of relief for the coal mining industry ..	...	1	...	...	...
210	Do.	III	58—62	Jaiswal, G. P.	Abolition of the post of one Superintending Engineer (Buildings and Roads Branch).	...	...	...	...	33 : 14	
211	Do.	III	63—71	Kulkarni, R. S. V. G.	Remuneration of Patels and Patwaris be doubled	...	...	1	...	...
212	Do.	III	71—78	Korde, T. S.	Remuneration of Patel, in Berar be increased so as to be sufficient for their maintenance.	...	...	1	...	...
213	Do.	III	78—81	Khalatkar, R. S. N. T.	Appointment of local residents only in Govern- ment service.	...	1	...	...	...
214	7th August 1923	III	121 207	Sheolal, Seth	Cancellation of Nagpur Deputy Commissioner's order applying section 141, Criminal Procedure Code.	...	...	...	...	31 : 26	
215	9th August 1923	III	259 266	Jaiswal, G. P.	Withdrawal of pending prosecutions in connec- tion with the bag agitation and of the prohibi- tion of passengers from procuring railway tickets to Nagpur.	...	...	...	...	27 : 23	
216	Do.	III	266 250	Sheolal, Seth	Unconditional release of political prisoners in connection with national bag agitation	...	...	...	...	31 : 27	
217	10th August 1923	III	291 293	Kekre, V. B.	Provision of an additional train from Mandla	...	1	
218	Do.	III	293—297	Anandi Prasad	Increase of pay of police	1	

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219	10th August 1923	III	297—300	Kane, D. K.	I.—FIRST COUNCIL. 1921—23— <i>contd.</i> Transfer of public works to local bodies	1	...	
220	Do.	III	300—306	Deshpande, R. B. M. G.	Appointment of a committee to ascertain grievances of agriculturists owing to increase in rates of forest materials.	1	...	...	...
221	Do.	III	307 & 308	Badridas, Seth	Appointment of a committee to enquire into allegations of ill-treatment of flag prisoners.	1	...	...	...
222	Do.	III	308—311	Anandi Prasad	Payment to members of Legislative Council	1	...	...	...
223	Do.	III	311—319	Jayavant, R. K.	Association of private medical practitioners in the work of medical relief undertaken by Government.	1	...	...	...
224	Do.	III	319—326	Sunderdas Damani, Seth	Admission to the Police Training School, Saugor, of residents of the province only.	...	...	...	33:24	
225	11th August 1923	III	355—361	Anandi Prasad	Three-fourths of the appointment of Honorary Magistrates to be by election and one-fourth by nomination.	...	1	...	...
226	Do.	III	361—364	Do.	Discontinuance of grant of mileage allowance to officers on duty travelling in motor cars.	...	1	...	...
227	Do.	III	364 & 365	Jaiswal, G. P.	Retention of the Seoni-Malwa tahsil	1	...	...	...
228	Do.	III	365—367	Do.	Retention of the Hoshangabad revenue district	1	...	...	...

229	Do.	...	III	368	Mahajani, R. B. R. V. ...	Appointment of at least one non-official on commissions for trial of election petitions.	1	...	...	...
230	Do.	..	III	368—391	Korde, T. S.	Indebtedness of agriculturists and measures for their relief.	1	...	...	...
231	Do.	...	III	391—394	Khalatkar, R. S. N. T.	Increase of touring by officials	1	...	...	...
232	Do.	...	III	394—399	Ghulam Mohiuddin Khan.	Extension of holidays for Id-ul-Fitr and Id-ul-Zoha by one and two days, respectively.	...	...	24:19	...
233	Do.	...	III	399—402	Sheolal, Seth	Provision for grant of scholarships for educating aboriginal tribes.	1	...	...	...
234	Do.	...	III	402—405	Anandi Prasad	Exemption of nazul lands from taxation	...	1	...	...
235	13th August 1923	...	III	407 & 408	Mehdi Ali Khan, Nawab	Increase of the number of Muhammadan gazetted holidays.	...	1	...	...
236	Do.	' ...	III	408—410	Khalatkar, R. S. N. T.	Application of Mukaddam Rules to villages with population exceeding 500 and of the Village Sanitation Act where exceeding 1,000.	1	...	...	...
237	Do.	...	III	411—418	Jaiswal, G. P.	A.—Abolition of the posts of— (1) Chief Conservator of Forests. (2) One Deputy Inspector-General of Police. (3) Second Assistant to the Deputy Inspector-General, Criminal Investigation Department. (4) Second Superintendent, Veterinary Department. B.—Amalgamation of the posts of Director of Public Health and Inspector-General of Civil Hospitals. C.—Reduction in the number of Superintending Engineers.	...	1	...	...
238	Do.	...	III	416—420	Mahajani, R. B. R. V. ...	Appointment of a Joint Finance Secretary	1	...	...	...
239	Do.	...	III	420 & 421	Khalatkar, R. S. N. T.	Nomination of a member of the Provincial Service as a member of Council.	1	...	...	...
240	Do.	...	III	421—423	Nandagaoli, K. G.	Rights of depressed classes to use wells, sarais and ghats built at public expense equally with other classes.	1	...

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241	13th August 1923.	III	433 & 434	Jaiswal, G. P.	Fixation of the period of settlement at 30 years ...	1	
242	Do.	III	434—440	Anandi Prasad	Taxation and medical examination of public prostitutes.	1	...	...	...
243	Do.	III	440—442	Kulkarni, R. S. V. G. ...	Reduction in the monthly scale of remuneration of Mahars in Berar from Rs. 10 to Rs. 8.	1	...	...	...
244	14th August 1923.	III	496—499	Mohamed Ahmed	Appointment of a committee to safeguard interests of butchers.	1	...	...	...
245	Do.	III	499—502	Ganeshdas Kundanmal, R. B.	Information about births and deaths being given by posts within eight days.	1	...	...	...
246	Do.	III	502—505	Yasin, Syed	Concessions to Civil Assistant Surgeons who rendered military service during the war.	1	...	...	...
247	Do.	III	506	Khalatkar, R. S. M. T.	Recruitment of local residents and Head Constables for posts of Sub-Inspectors of Police and their training at the Saugor Training School.	1	...	...	...
248	Do.	III	506—522	Parakh, C. B.	Increase of pay Sub-Assistant Surgeons	...	1	...	...

II.—SECOND COUNCIL, 1924—26.

1	17th January 1924.	I	45—50	Kekre, V. B.	...	Enfranchisement of Mandla district	...	...	1	...
2	Do.	I	51—54	Korde, T. S.	...	Levelling of fair weather roads	...	...	1	...
3	Do.	I	55—58	Do.	...	Reservation of areas for stocking manure and for purposes of nature in all villages.	1	...	...	...
4	18th January 1924.	I	70—132	Raghavendra Rao, E.	...	Want of confidence in Ministers	...	...	...	41:24
5	5th March 1924	II	42—48	Gavai, G. A.	...	The pay of Kamdar Mahars of Berar be fixed at Rs. 10.	...	1	...	...
6	Do.	II	48—55	Korde, T. S.	...	Purchase of boring machines to relieve water scarcity in Berar and Central Provinces.	...	...	...	40:13
7	Do.	II	55—62	Kane, D. K.	...	Appointment of Bench or Honorary Magistrates after approval by local bodies.	1	...	...	...
8	Do.	II	62—68	Do.	...	Reduction of the rate of Mahar and Jagla cess to not more than one anna in the rupee in the land revenue.	...	...	...	37:18
9	Do.	II	68—75	Pande, K. P.	...	Abolition of one of the posts of Conservators of Forests.	...	...	1	...
10	Do.	II	76—94	Golwalkar, M. K.	...	Reservation of one judgeship in the Judicial Commissioner's Court for the Central Provinces Judicial Service.	...	...	...	37:16
11	Do. 8th March 1924	II	94—98 254—259	Pande, K. P.	...	Abolition of the post of Divisional Commissioners.	...	...	1	...
12	8th March 1924	II	2:9—263	Gavai, G. A.	...	Preferential admission of depressed class students into the Patwardhan High School.	...	...	...	44:10
13	10th March 1924	II	296—331	Khare, Dr. N. B.	...	Boycott of British Goods	...	...	...	40:22
14	18th March 1925	I	518—564	Shukla, R. S.	...	That Mr. Bourne should not be kept in charge of the executive administration of a district as his administration of the Narsinghpur district has been unsatisfactory.	...	...	...	37:14
15	Do.	I	564—573	Kale, Y. M.	...	Issue of instructions to Deputy Commissioners to establish Village Panchayats	...	...	1	...

Statement of Resolutions moved in the Central Provinces Legislative Council—contd.

Serial No.	Date.	Reference to Council debate.		Mover's name.	Summary of recommendation.	Withdrawn.	Lost.	Passed		Remarks.
		Volume.	Page.					With- out division.	After division.	
1	2	3	4	5	6	7	8	9	10	
				II.—SECOND COUNCIL 1924—26—concl'd.						
16	18th March 1925 19th March 1925	I I	574—583 585—618	Chedilal, Thakur	Inquiry into the mal-administration in the district of Bilaspur.	1	...	...	...
17	19th March 1925	I	618—621	Khaparde, B. G.	Amraoti Camp Municipality to be made an elected municipality.	...	...	1	...	
18	Do.	I	621—643	Kanitkar, R. A.	Postponement of revision of settlement in Berar.	...	...	...	38:14	
19	Do.	I	644—646	Katangale, S. U.	Increase in the pay of Kotwars in the Central Provinces.	...	1	...	...
20	20th March 1925	I	647—658	Moonje, Dr. B. S.	Appointment of a committee to frame proposals for facilitating the establishment of shooting clubs.	...	...	1	...	
21	Do.	I	658—661	Thakur, U. D.	Establishment of municipalities in all tahsil headquarters and towns of over 5,000.	...	...	1	...	
22	Do.	I	664—673	Sane, J. B.	Opening of High School classes at Basim, Murtizapur, Buldana, Morsi and Wun in Berar.	...	...	1	...	
23	3rd August 1925 8th August 1925	II	173—178 464—514	Standen, Hon'ble Sir B. P.	Appropriation of nine lakhs remitted by the Government of India out of the provincial contribution.	...	...	1	...	
24	5th August 1925	II	271—283	Choudhry Daulatsingh...	Reduction in soil units proposed for assessment of rent in Narsinghpur settlement operations.	1	...	...	...

25	Do.	...	II	284—300	Moonje, Dr. B. S.	...	Constitution of an advisory board to advise on the appointment of Honorary Magistrates.	...	...	39 : 21
26	Do.	...	II	300—305	Vaidya, K. P.	...	Increase in the scale of pay of tahsil clerks	...	...	37 : 15
27	Do. 6th August 1925	...	II	306—308 : 58—366	Mohamed Masud Khan	...	Remuneration of village Kotwars be made a charge on the provincial revenues.	...	...	39 : 21
28	6th August 1925	...	II	366—376	Joshi, G. R.	...	Increase in the scale of pay of Assistant Medical Officers.	...	1	...
29	Do.	...	II	377	Moonje, Dr. B. S.	...	Use of wells at railway stations by passengers of all castes.	1	...	...
30	Do.	...	II	377—380	Mohamed Masud Khan	...	Appointment of Urdu and Persian teachers in Government High Schools.	1	...	...
31	Do.	...	II	380—383	Joshi, G. R.	...	Reservation of posts in the Provincial Civil Medical Service for members of the Subordinate Medical Service.	1	...	...
32	Do.	...	II	384—388	Kale, Y. M.	...	Increase in grants to local bodies for expenditure on compulsory education.	1	...	...
33	Do.	...	II	388—390	Choudhry, Daulatsingh	...	Alteration of dates fixed for payments of rents and land revenue in the Narsinghpur and other districts.	1	...	...
34	Do.	...	II	390 & 391	Kale, Y. M.	...	Survey in Berar to ascertain the feasibility of irrigation.	...	...	38 : 12
35	Do.	...	II	392—394	Sriram Surajmal, Seth...	...	Creation of factory constituencies in Berar municipalities.	1	...	...
36	Do.	...	II	394—396	Moonje, Dr. B. S.	...	Formation of a committee to devise means for encouraging young men of various castes to join the Police Department.	1	...	...
1	21st March 1927	...	II	944—974	Vaidya, K. P.	...	III. —THIRD COUNCIL. 1927-28.			32 : 23
							Grant of Rs. 15,000 to the Central Provinces and Berar Mass Education Society towards initial expenditure in working out Mr. Mande's scheme of Mass Education.	...	...
2	Do.	...	II	974—981	Do.	...	Maintenance of great southern road from Nagpur to Wardha as a class II-A Road.	1	...	...

Statement of Resolutions moved in the Central Provinces Legislative Council—concl'd.

Serial No.	Date.	Reference to Council debate.		Mover's name.	Summary of recommendation.	With- draw.	Passed		Remarks.
		Vol- ume.	Page.				Without division.	After division.	
1	2	3	4	5	6	7	8	9	10
III.—THIRD COUNCIL 1927-28—concl'd.									
3	21st March 1927	II	986—988	Khandekar, K. R.	... Eligibility of private candidates to appear at the Primary School Certificate, High School Entrance and High School Board Certificate Examinations.	...	1	...	
4	Do.	II	998—1005	Pande, K. P.	... Disapproval of the move of Government to a hill station.	...	1	...	
5	22nd March 1927	II	1030—1051	Khare, Dr. N. B.	... Establishment of a Medical College	...	...	38 : 17	
6	Do	II	1051—1066	Charde, G. D.	... Removal of sex disqualification for the Legislative Council	...	1	...	
7	Do.	II	1066—1091	Gole, P. B.	... Constitution of district advisory committees for appointment of honorary magistrates.	...	...	32 : 22	
8	23rd March 1927	II	1105—1131	Mehta, D. K.	... Scheme for educating masses in elementary civil and political rights.	1	...	...
9	Do.	II	1132—1141	Do.	... Settlement Bill be placed before the Council for consideration.	...	...	37 : 15	
10	Do.	II	1141—1149	Kolhe, M. P.	... Construction of road from Mohda to Rallegaon as a scarcity measure.	1	...	...
11	Do.	II	1149—1157	Do.	... Abolition of Commissioners	...	...	35 : 15	
12	Do.	II	1158	Khare, Dr. N. B.	... Appointment of a committee to enquire into the grievances of agriculturists with regard to Government irrigation.	1	...	...

13	Do.	...	II	1170-1176	Gokulchand, Singai	...	Stoppage of sale of country liquor in the Damoh district.	...	...	20:11
14	11th August 1927	...	III	566-538	Rohan, K. N.	...	Introduction of weaving and spinning schools	...	1	...
15	Do.	...	III	538-544	Patil, N. S.	...	Preservation of 'Annewari' (crop) statements	...	...	...
16	Do.	...	III	541-553	Kelkar, R. B. N. K.	...	Amalgamation of the posts of Director of Public Health and Inspector-General of Civil Hospitals.	...	1	...
17	Do.	...	III	553-565 625-636	Pathak, U. D.	...	Appointment of a committee to inquire into the working of the Forest Department.	...	1	...
18	12th August 1927	...	III	636-647	Rajurkar, D. D.	...	Suspension of revision survey settlement in Berar.	...	1	...
19	Do.	...	III	647-649	Mirza Rahiman K. B.	...	Translation and publication of Council proceedings in vernacular.	...	1	...
20	Do.	...	III	649-657	Choudhry, Daulatsingh	...	Conversion of the Government Anglo-Vernacular Middle School, Narsinghpur, into a first class High School.	...	1	...
21	20th January 1928.	...	I	195-236	Brijlal Biyani	...	Want of confidence in the Statutory Commission	...	1	...
22	21st January 1928.	...	I	262-270	Mirza Rahiman K. B.	...	Council debates be conducted in Hindi and Urdu.	...	1	...
23	Do.	...	I	271-292	Charde, G. D.	...	Remission of sentences in the Arvi Riot case	...	...	26:18
24	Do.	...	I	292-313	Pradhan, G. R.	...	Appointment of a committee to enquire into the grievances of government clerks.	...	...	25:18
25	23rd January 1928.	...	I	351-355	Ogle, L. K.	...	Restoration of the original forest tax of six annas per cart-load in Morsi circle.	...	...	21:14
26	Do.	...	I	355-373	Patil, N. S.	...	Trial by jury of all Sessions cases	...	...	19:17
27	Do.	...	I	375-377	Vaidya, K. P.	...	Appointment of a committee to investigate the working of the grazing rules.	...	...	20:18
28	Do.	...	I	378-391	Fulay, R. W.	...	Appointment of a committee of non-officials to investigate the conditions of the working classes in the organized industries.	...	...	20:14
29	Do.	...	I	391-400	Pande, K. P.	...	Amalgamation of the cadres of Reserve Inspectors and Circle Inspectors of Police and throwing open of the former to Indians.	...	...	21:16
30	24th January 1928.	...	I	401-419	Chhedilal, Thakur	...	Immediate separation of executive and judicial functions, and provision thereof of nine lakhs of rupees.	...	1	...

APPENDIX VIII.
Statement of alterations made in the Standing Orders of the Legislative Council.
 [Referred to in paragraph 125.]

Original Standing Orders.	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1923.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
<p>Prefatory Note—</p> <p>In these standing orders, unless there is anything repugnant in the subject or context, the expressions set out below are used as having the following meanings:—</p> <p>"Council" means the Legislative Council of the Central Provinces.</p> <p>"Gazette" means the <i>Central Provinces Gazette</i>.</p> <p>"Notification" means a notification published in the Gazette.</p> <p>"member" means a member of the Legislative Council.</p> <p>"Member of Government" means a member of the Executive Council or a Minister.</p> <p>"member in charge" means a member promoting a Bill or other business.</p> <p>"resolution" means a motion for the purpose of discussing a matter of public interest.</p> <p>"rule" means a rule of the Central Provinces Legislative Council rules.</p> <p>"Standing Order" means a standing order of the Council.</p>					
<p>Prefatory Note—</p> <p>In these standing orders, unless there is anything repugnant in the subject or context, the expressions set out below are used as having the following meanings:—</p> <p>"Council" means the Legislative Council of the Central Provinces.</p> <p>"Gazette" means the <i>Central Provinces Gazette</i>.</p> <p>"Notification" means a notification published in the Gazette.</p> <p>"member" means a member of the Legislative Council.</p> <p>"Member of Government" means a member of the Executive Council or a Minister.</p> <p>"member in charge" means a member promoting a Bill or other business.</p> <p>"resolution" means a motion for the purpose of discussing a matter of public interest.</p> <p>"rule" means a rule of the Central Provinces Legislative Council rules.</p> <p>"Standing Order" means a standing order of the Council.</p> <p>The change is made to bring the definition into line with that in the Legislative Council rules.</p>					

<p>"Secretary" means a Secretary to the Legislative Council and includes any person for the time being performing the duties of the Secretary.</p>	<p>2. (1) A session of the Council is terminated by prorogation. The Council is prorogued by the Governor by notification or otherwise.</p> <p>(2) On the termination of a session all pending notices shall lapse and fresh notice must be given for the next session.</p>	<p>2. (1) A session of the Council is terminated by prorogation. The Council is prorogued by the Governor by notification or otherwise.</p> <p>(2) On the termination of a session all pending notices shall lapse and fresh notice must be given for the next session; and</p> <p>(b) Bills which have been introduced shall be carried over to the pending list of business of the next session;</p>	<p>The latest amendment restores the original Standing Order as it was found that the amendment of 1923 resulted in important resolutions being assumed by the members of state resolutions brought from previous sessions</p>
	<p>(3)</p>	<p>Provided that, if the member in charge of a Bill makes no motion in regard to the same, during three complete sessions, the Bill shall lapse, unless the Council on a motion by that member make a special order for the continuance of the Bill.</p>	
	<p>5. (1) At times when Government business has precedence, the Government may arrange that business in such order as it thinks fit.</p>	<p>5. (1) At times when Government business has precedence, the Government may arrange that business in such order as it thinks fit:</p> <p>Provided that on a request signed by at least ten members, the President may, after consulting the Government, make such change in the order of Government business as he thinks fit.</p>	<p>Assent of the Governor has been refused to the proviso.</p>

Standing Orders of the Legislative Council—contd.

Original Standing Orders.	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1923.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
<p>(2) The relative precedence of notices of Bills and resolutions given by non-official members shall be determined by ballot.</p> <p>(3) Bills introduced by non-official members shall be arranged in such order as to give priority to the Bills most advanced, that is to say, in the following order:—</p> <p>(i) Bills which have reached a stage at which the next motion is a motion that the Bill be passed;</p> <p>(ii) Bills at which the next stage is a motion that the Bill be taken into consideration;</p> <p>(iii) Bills at which the next stage is the presentation of report of the Select Committee.</p> <p>(4) The relative precedence of other non-official Bills which have been introduced but which have not been proceeded with as far as the stages set out above shall be determined by ballot.</p> <p>Provided that any Bills remaining over from the last session shall have priority in the order of the date of their introduction.</p>	<p>(2) The relative precedence of notices of Bills and resolutions given by non-official members shall be determined by ballot in such manner as the President may direct.</p> <p>(3) Bills introduced by non-official members shall be arranged in such order as to give priority to the Bills most advanced, that is to say, in the following order:—</p> <p>(i) Bills which have reached a stage at which the next motion is a motion that the Bill be passed;</p> <p>(ii) Bills at which the next stage is a motion that the Bill be taken into consideration;</p> <p>(iii) Bills at which the next stage is the presentation of report of the Select Committee.</p> <p>(4) The relative precedence of other non-official Bills which have been introduced but which have not been proceeded with as far as the stages set out above shall be determined by ballot.</p> <p>Provided that any Bills remaining over from the last session shall have priority in the order of the date of their introduction.</p>				
<p>(2) The relative precedence of notices of Bills and resolutions given by non-official members shall be determined <i>separately</i> by ballot in such manner as the President may direct.</p> <p>(3) Bills introduced by non-official members shall be arranged in such order as to give priority to the Bills most advanced, that is to say, in the following order:—</p> <p>(i) Bills which have reached a stage at which the next motion is a motion that the Bill be passed;</p> <p>(ii) Bills at which the next stage is a motion that the Bill be taken into consideration;</p> <p>(iii) Bills at which the next stage is the presentation of report of the Select Committee.</p> <p>(4) The relative precedence of other non-official Bills which have been introduced but which have not been proceeded with as far as the stages set out above shall be determined by ballot in such manner as the President may direct.</p> <p>Provided that any Bill remaining over from the last session shall have priority in the order of the date of their introduction.</p>					

10. A member who wishes to ask a question shall give fifteen clear days' notice of his intention to the member to whom he wishes to ask the question, together with a copy of the notice, submit a copy of the question which he wishes to ask :—

Provided that the President with the consent of the member with the consent of the President of Government in charge of the Department concerned may allow a question to be entered in the list of questions with shorter notice than fifteen days.

24. Questions, which have been allowed, shall be entered in the list of questions for the day, and shall be called if the time made available for questions permits, in the order in which they stand, in the list before any other business is entered upon at the meeting.

(2) The list for questions and answers for any day shall be made available for the perusal of members one calendar day before such list is answered in Council, provided that the President, in his discretion, may allow any question to be answered before it has been so made available.

86. The President, at the request of a member of Government, may direct that an answer to a question which has been called may be given on the ground of public interest, even though the question is not put, or the member in whose name it stands is absent.

19. The member asking leave must hand to the President a written statement of the matter proposed to be discussed.

10. A member who wishes to ask a question shall give fifteen *minutes* notice of his intention to ask it, and shall, together with the notice, submit a copy of the question which he wishes to ask ;

Provided that the President with the consent of the members of Government in charge of the department concerned may allow a question to be entered in the list of questions with shorter notice than fifteen days.

The Council refused to agree to a proposal of Government to delete 11 ().

10. The President of the Council. This recent announcement of a meeting at "a" may bring Council practice to a direct halt, in so far as a question is asked of the Vegetarian who has been called in to be before Assembly given on the ground of public interest, even though the question *is not put, or the member in whose name it stands is absent*.

19. The member asking leave must not be then half an hour before the commencement of the sitting of the day fixed by the President or Secretary in written statement of the matter proposed to be discussed.

Standing Orders of the Legislative Council—contd.

Original Standing Orders.	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1923.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
20 (1) If the President is of opinion that the matter proposed to be discussed is in order, he shall read the statement to the Council and ask whether the member has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places, and if fifteen or more members rise accordingly, the President shall intimate that the motion will be taken at 4 o'clock unless in the meantime the Governor disallows the motion under rule 22 (2). If less than fifteen members rise, the President shall inform the member that he has not the leave of the Council.	20 (1) If the President is of opinion that the matter proposed to be discussed is in order, he shall read the statement to the Council and ask whether the member has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places, and if fifteen or more members rise accordingly, the President shall intimate that the motion will be taken at 4 o'clock unless in the meantime the Governor disallows the motion under rule 22 (2). If less than fifteen members rise, the President shall inform the member that he has not the leave of the Council.	20 (1) If the President is of opinion that the matter proposed to be discussed is in order, he shall read the statement to the Council and ask whether the member has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places, and if fifteen or more members rise accordingly, the President shall intimate that the motion will be taken at 4 o'clock unless in the meantime the Governor disallows the motion under rule 22 (2). If less than fifteen members rise, the President shall inform the member that he has not the leave of the Council.	20 (1) If the President is of opinion that the matter proposed to be discussed is in order, he shall read the statement to the Council and ask whether the member has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places, and if fifteen or more members rise accordingly, the President shall intimate that the motion will be taken at 4 o'clock unless in the meantime the Governor disallows the motion under rule 22 (2). If less than fifteen members rise, the President shall inform the member that he has not the leave of the Council.	20 (1) If the President is of opinion that the matter proposed to be discussed is in order, he shall read the statement to the Council and ask whether the member has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places, and if fifteen or more members rise accordingly, the President shall intimate that the motion will be taken at 4 o'clock unless in the meantime the Governor disallows the motion under rule 22 (2). If less than fifteen members rise, the President shall inform the member that he has not the leave of the Council.	20 (2) was deleted as being unnecessary and defective.
21. (1) If the debate on a motion to discuss a matter of urgent public importance is not earlier concluded, it shall automatically terminate at 6 o'clock and thereafter no question can be put.	21. (1) If the debate on a motion to discuss a matter of urgent public importance is not earlier concluded, it shall automatically terminate at 6 o'clock and thereafter no question can be put.	21. (1) If the debate on a motion to discuss a matter of urgent public importance is not earlier concluded, it shall automatically terminate at 6 o'clock and thereafter no question can be put.	21. (1) If the debate on a motion to discuss a matter of urgent public importance is not earlier concluded, it shall automatically terminate at 6 o'clock and thereafter no question can be put.	21. (1) If the debate on a motion to discuss a matter of urgent public importance is not earlier concluded, it shall automatically terminate at 6 o'clock and thereafter no question can be put.	21. (2) No speech during the debate shall, except with the permission of the President, exceed fifteen minutes in duration. Provided that the mover, in opening the debate, may speak for twenty-five minutes.

26. (1) The matter of every speech must be strictly relevant to the matter before the Council.
(2) A member while speaking must not—

- (i) refer to any matter of fact on which a judicial decision is pending;
- (ii) make a personal charge against a member;
- (iii) use offensive expressions regarding the conduct of the Indian Government or any local legislature;
- (iv) reflect upon the conduct of His Majesty the King or the Governor General or any Governor, as distinct from the Government of India or any Local Government, or any Court of Justice in the exercise of its judicial functions;
- (v) utter treasonable, seditious or defamatory words; or
- (vi) use his right of speech for the purpose of wilfully and persistently obstructing the business of the Council.

28. A motion must not raise a question substantially identical with one on which the Council has given a decision in the same session.

26. (1) The matter of every speech must be strictly relevant to the matter before the Council.
(2) A member while speaking must not—

- (i) refer to any matter of fact on which a judicial decision is pending;
 - (ii) make a personal charge against a member;
 - (iii) use offensive expressions regarding the conduct of the Indian Government or any local legislature;
 - (iv) reflect upon the conduct of His Majesty the King or the Governor General or any Governor, as distinct from the Government of India or any Local Government, or any Court of Justice in the exercise of its judicial functions;
 - (v) utter treasonable, seditious or defamatory words; or
 - (vi) use his right of speech for the purpose of wilfully and persistently obstructing the business of the Council.
- (3) No discussion on any point of order shall be allowed except with the consent of the President.
28. (1) A motion must not raise a question substantially identical with one on which the Council has given a decision in the same session.
- (2) A motion once moved shall not be withdrawn without the leave of the Council.
- (3) No discussion shall be allowed on a motion for leave to withdraw a motion except with the consent of the President.

Standing Orders of the Legislative Council—contd.

As altered by the Council on					
Original Standing Orders.	1st August 1921	17th March 1923.	17th March 1925.	18th January 1927.	Remarks.
1	2	3	4	5	6
29. (1) After the member who moves a motion has spoken, other members may speak to the motion in such order as the President may direct.	29. (1) After the member who moves a motion has spoken, other members may speak to the motion in such order as the President may direct.	...	...	29. (1) After the member who moves a motion has spoken, other members may speak to the motion in such order as the President may direct.	
(2) Except in the exercise of a right of reply or as otherwise provided, no member shall speak more than once to any motion, except with the permission of the President, for the purpose of making a personal explanation, but in that case no debatable matter may be brought forward.	(2) Except in the exercise of a right of reply or as otherwise provided, no member shall speak more than once to any motion, except with the permission of the President, for the purpose of making a personal explanation, but in that case no debatable matter may be brought forward.	...	...	(2) Except in the exercise of a right of reply or as otherwise provided, no member shall speak more than once to any motion, except with the permission of the President, for the purpose of making a personal explanation, but in that case no debatable matter may be brought forward.	
(3) A member who has moved a substantive motion may speak again by way of reply, and if the motion is moved by a non-official member, the member of the Government to whose department the matter relates shall have the right of speaking after the mover, whether he has previously spoken in the debate or not.	(3) A member who has moved a substantive motion may speak again by way of reply, and if the motion is moved by a non-official member, the member of the Government to whose department the matter relates shall have the right of speaking after the mover, whether he has previously spoken in the debate or not.	...	...	(3) A member who has moved a substantive motion may speak again by way of reply, and if the motion is moved by a non-official member, the member of the Government to whose department the matter relates shall have the right of speaking before the mover replies, whether he has previously spoken in the debate or not. When a member of the Government has exercised the right of speaking conferred by this sub-order no member, other than the mover, may speak after him.	
(4) The President may in all cases address the Council before putting a question is to the vote.	(4) The President may prescribe the order in which amendments shall be moved, and may at any time confine the debate to one amendment.	...	...	(4) The President may prescribe the order in which amendments shall be moved, and may at any time confine the debate to one amendment.	

<p>(5) The President may in all cases address the Council before putting a question to the vote.</p>	<p>31. (1) At any time after a motion on a Bill proposed to be enacted under section 72-E of the Government of India Act has been made, a member may request the President to put the question and, unless it appears to the President that the request is an abuse of the rules of the Council or an infringement of the rights of reasonable debate, the President shall then put the question.</p>
<p>(2) The debate on any other motion shall be closed by the vote of the Council.</p>	<p>Provided that such closure shall not affect any right to speak conferred by sub-order (3) of Standing Order 29.</p>

<p>(5) The President may in all cases address the Council before putting a question to the vote.</p>	<p>31. (1) At any time, after a motion has been made, any member may move "that the question be now put" and, unless it appears to the President that the motion is an abuse of the rules or their standing orders, or an infringement of the right of reasonable debate, the President shall then put the motion "that the question be now put". If this motion is carried, the President shall then put the question, after allowing the mover and the member of the Government to whose department the matter relates to speak in the manner laid down in sub-order (3) of Standing Order 29.</p>
<p>(2) At any time after a motion has been made in respect of a Bill promoted by a member of the Government, that member may request the President to put the question, and, unless it appears to the President that the request is an abuse of the rules or their standing orders, or an infringement of the right of reasonable debate, the President shall then put the question. (4) Where it is so made, under sub-order (1) or a request made under sub-order (2) the motion on the question, as the case may be, shall be put without amendment or debate.</p>	

These are only clarifying amendments.

Standing Orders of the Legislative Council—contd.

Original Standing Orders.	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1923.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
<p>35. When a Bill is introduced, or on some subsequent occasion, the member in charge may make one of the following motions in regard to his Bill, namely:—</p> <p>(a) that it be taken into consideration by the Council either at once or at some future day to be then mentioned; or</p> <p>(b) that it be referred to a Select Committee composed of such members of the Council as he may specify in his motion; or</p> <p>(c) that it be circulated for the purpose of eliciting opinion thereon:</p> <p>Provided that no such motion shall be made until after copies of the Bill have been made available for the use of members, and that any member may object to any such motion being made unless copies of the Bill have been so available for seven clear days before the motion is made, and that any member may object to any such motion being made on any of these grounds, and such objection shall prevail, unless the President, in exercise of his power to suspend this order allows the motion to be made.</p>	...	...	...	<p>35. When a Bill is introduced, or on some subsequent occasion, the member in charge may make one of the following motions in regard to his Bill, namely:—</p> <p>(a) that it be taken into consideration by the Council either at once or at some future day to be then mentioned; or</p> <p>(b) that it be referred to a Select Committee; or</p> <p>(c) that it be circulated for the purpose of eliciting opinion thereon:</p> <p>Provided that no motion under clause (a) or clause (b) shall be made until after the Bill has been published in the Gazette in English as well as in the recognized vernaculars of the province and copies of the Bill have been made available for use of members for seven clear days before the motion is made, and that any member may object to any such motion being made on any of these grounds, and such objection shall prevail, unless the President, in exercise of his power to suspend this order allows the motion to be made.</p>	
<p>42. (1) After the presentation of the final report of a Select Committee on a Bill the member in charge may move—</p>	..	..	...	...	<p>42. (1) After the presentation of the final report of a Select Committee on a Bill the member in charge may move—</p>

- (i) that the Bill as reported by the Select Committee be taken into consideration, but any member may object to its being so taken into consideration if a copy of the report has not been available for the use of members for fifteen clear days, and such objection shall prevail unless the president, in exercise of his power to suspend this order, allows the report to be taken into consideration; or
- (ii) that the Bill be re-committed either—
- (a) without limitation, or
 - (b) with respect to particular clauses or amendments only, or
 - (c) with instructions to the Select Committee to make some particular or additional provision in the Bill; or
- (iii) that the Bill as reported by the Select Committee be circulated or re-circulated for the purpose of obtaining further opinion thereon.
- (2) If the member in charge moves that the Bill be taken into consideration, any member may move as an amendment that the Bill be re-committed.
47. (1) If no amendment be made when a motion that a Bill be taken into consideration has been agreed to by the Council, the Bill may at once be passed.

Standing Orders of the Legislative Council--contd.

Original Standing Orders	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1923.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
<p>(2) If any amendment be made, any member may object to the passing of the Bill at the same meeting; and such objection shall prevail, unless the President, in exercise of his power to suspend this order, allows the Bill to pass.</p> <p>(3) Where the objection prevails, the Bill shall be brought forward again at a future meeting; and may then be passed with or without further amendment.</p>				<p>(2) If any amendment be made, any member may object to the passing of the Bill at the same meeting; and such objection shall prevail, unless the President, in exercise of his power to suspend this order, allows the Bill to pass.</p> <p>(3) Where the objection prevails, the Bill shall be brought forward again at a future meeting.</p> <p>(4) To such a motion no amendment may be moved that is not either formal or consequential upon an amendment made after the Bill was taken into consideration.</p>	<p>48. (1) When a Bill is passed by the Council, the Secretary shall, if necessary, renumber the clauses, revise and complete the marginal notes thereof and make such purely formal consequential amendments therein as may be required, and a copy of the Bill shall be submitted to the President, and shall be signed by him.</p> <p>(2) When a Bill as passed in Council has been signed by the President, it shall be submitted to the Governor for his assent, and, if assented to by him, the Act shall be submitted to the Government of India for the assent of the Governor General.</p>

<p>50. Any Bill respecting h ch no motion has been made in the Council for two years may, by order of the President, be removed from the list of Bills.</p> <p>52. (1) Unless the President otherwise directs, not less than ten clear days' notice of a motion for leave to amend the standing orders shall be given and the notice shall be accompanied by a draft of the proposed amendments.</p> <p>(2) The motion shall be set down for such day as the President may direct.</p>	<p>...</p> <p>..</p>	<p>...</p> <p>...</p>	<p>50. Omitted</p> <p>...</p>	<p>The omission is consequential on the amendments in Standing Order 2.</p>
<p>55. After a draft has been referred to a Select Committee the procedure in regard to Bills similarly committed shall, as far as may be, be followed, with such necessary alterations as to the form of the motions that may be made as the President may direct.</p>	<p>...</p>	<p>55. After a draft has been referred to a Select Committee the procedure in regard to Bills similarly committed shall, as far as may be, be followed with such necessary alterations as to the form of the motions that may be made as the President may direct:</p> <p><i>Provided that any member who has obtained the leave of the Council in accordance with Standing Order 53 shall be entitled to be heard by the Select Committee.</i></p>	<p>...</p>	<p>52. (1) Unless the President otherwise directs, not less than ten clear days' notice of a motion for leave to amend the standing orders shall be given, and the notice shall be accompanied by a draft of the proposed amendments with or without a statement in brief of the objects and reasons for the same;</p> <p>(2) The motion shall be set down for such day as the President may direct.</p>
<p>56. A member who wishes to move a resolution shall give fifteen clear days' notice of his resolution, and shall, together with the notice, submit a copy of the resolution which he wishes to move.</p> <p><i>Provided that the President, with the consent of the member of Government in charge of the department concerned, may allow a resolution to be entered on the list of business with shorter notice than fifteen days.</i></p>	<p>56. A member who wishes to move a resolution shall give fifteen clear days' notice of his resolution, and shall, together with the notice, submit a copy of the resolution which he wishes to move:</p> <p><i>Provided that the President, with the consent of the member of Government in charge of the department concerned, may allow a resolution to be entered on the list of business with shorter notice than fifteen days.</i></p>	<p>...</p>	<p>...</p>	

Standing Orders of the Legislative Council—contd

Original Standing Orders.	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1925.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
64. (1) A member who has moved a resolution or an amendment to a resolution, shall not withdraw the same except by leave of the Council. (2) No discussion shall be permitted on a motion for leave to withdraw except with the permission of the President.	...	...	...	64. (1) and (2) omitted	The omission is consequential on the amendments in Standing Order 28.
68. (1) When a resolution has been moved in the Council, no resolution or amendment raising substantially the same question shall be moved within one year. (2) When a resolution has been disallowed under the rules, no resolution raising substantially the same question shall be moved during the same session.	68. (1) When a resolution has been moved in the Council, no resolution or amendment raising substantially the same question shall be moved within one year. (2) When two or more members have given notice of resolutions raising substantially the same question, such members may agree among themselves regarding the form in which the resolution shall be moved and the member who shall move it. Failing such agreement, the President shall have power to select the form in which the resolution shall be moved and the member who shall move it.	...	...	...
	(3) When a resolution has been disallowed under the rules, no resolution raising substantially the same question shall be moved during the same session.				

69. Fourteen clear days shall elapse between the date on which the budget is presented and the date on which the voting of demands for grants commences.	...	...	An attempt was made by Government to secure deletion of this order as being ultra vires and trenching on the Governor's prerogative as laid down in Legislative Council Rule 25.
73. Communications from the Council to the Governor shall be made— (1) by a formal address, after motion made and carried in the Council. (2) through the President	...	<p>73. (1) Communications from the Council to the Governor shall be made by a formal address, through the President, after motion made and carried in the Council.</p> <p>(2) The President shall read the communication to the Council and ask whether the member making the motion has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places, and if fifteen or more members rise accordingly, the President shall intimate that the member has the leave of the Council and the motion shall be set down for such day as the President may direct. Provided that if the address is non-controversial and the Council is unanimously in favour of its presentation, the President may, with permission of the Council, forward it at once.</p>	73. (1) Communications from the Council to the Governor shall be made by a formal address, through the President, after motion made and carried in the Council. (2) Omitted.
	...	74. When notice is received of a motion to make a communication to the Governor under any provision of the Government of India Act or the rules, or when the President and the member of the Government to whose department a motion relates have consented, under rule 24-A (1), to a resolution moved in accordance with the rules governing the moving or resolutions, the President shall read the communication to the Council and ask whether the	

Standing Orders of the Legislative Council--concl.

Original Standing Orders.	As altered by the Council on				Remarks.
	1st August 1921.	17th March 1923.	17th March 1925.	18th January 1928.	
1	2	3	4	5	6
				<p>member making the motion has the leave of the Council. If objection is taken, the President shall request those members who support the motion to rise in their places and, if fifteen or more members rise accordingly, the President shall intimate that the member has the leave of the Council and the motion shall be taken on such day as the President may direct, unless the Governor disallows the motion under rule 24-A (3).</p> <p>75. (1) The Secretary shall cause to be prepared a full report of the proceedings of the Council at each of its meetings and publish it as soon as practicable.</p> <p>(2) One impression of this printed report shall be submitted to the President for his confirmation and signature, and when signed shall constitute the authentic record of the proceedings of the Council.</p>	

APPENDIX IX.
Statement showing the number of reductions tabled with results in both Reserved and Transferred Departments.
 [Referred to in paragraph 148.]

[Referred to in paragraph No.]

Year.	Total number of cuts tabled.	Moved.	Withdrawn.	Accepted.	Carried against Government		Lost without a division.	Lost after division.	Reductions involved.	Amount subsequently restored.	Total number of motions withdrawn without being moved.	Total value of demands presented to the Council.	
					Without a division.	After division.						Amount.	
1	2	3	4	5	6	7	8	9	10	11	12	13	
1921-22	(Reserved ... 70 Transferred ... 64)	53 43	41 34	1 ...	1 ...	5 6	2 ...	3 3	Rs. 2,89,541 98,000	Rs. 28,616 ...	17 21	Rs. 4,80,01,905 1,74,71,520	
1922-23	(Reserved ... 104 Transferred ... 73)	62 50	34 11	... ...	1 1	15 6	4 26	8 6	8,22,420 2,74,524	4,52,710 800	42 23	3,47,77,400 1,77,18,300
1923-24	(Reserved ... 136 Transferred ... 65)	93 34	55 29	... ...	2 ...	8 ...	16 5	12 ...	2,07,200 ...	1,36,100 ...	43 31	3,12,63,500 1,67,95,500
1924-25	(Reserved ... 55 Transferred ... 76 )	...	...	...	...	...	...	...	2,97,02,693 1,65,49,708	2,95,80,916 1,53,19,742	55 76	2,97,02,693 1,65,49,710
1925-26	(Reserved ... 36 Transferred ... 37)	26 21	17 9	... ...	1 4	7 6	... 1	1 ...	9,38,135 2,61,498	8,14,231 ...	10 16	3,33,05,470 1,90,91,883
1926-27	(Reserved ... 120 Transferred ... 129)	4 8	1 7	... ...	... ...	... ...	... 1	3 ...	29,57,500 18,77,298	29,38,096 17,77,970	116 121	3,33,81,090 2,23,27,274
1927-28	(Reserved ... 189 Transferred ... 108)	56 20	9 4	... ...	22 7	13 2	8 4	4 3	15,46,921 37,476	8,17,859 ...	133 88	3,54,9,743 2,12,1,1,722
1928-29	(Reserved ... 79 Transferred ... 47)	53 30	17 19	... ...	9 1	16 ...	5 7	6 3	9,03,568 5,000	8,88,909 ...	26 17	3,21,23,274 2,35,67,929
	Total 1,388	553	287	2	49	84	79	52	5,64,74,482	5,27,55,949	835	43,27,52,913	
	Reserved ... 789	347	174	1	36	64	35	37	3,73,67,978	3,56,57,437	442	27,80,15,075	
	Transferred ... 599	206	113	1	13	20	44	15	1,91,06,504	1,70,98,512	393	15,47,37,838	

} All Demands Nos. 1 to 35 were put to vote and refused by Council
} without a division.

} All Demands Nos. 1 to 35 were put to vote and refused by Council without a division.

Statement showing in detail the extent to which the total number of cuts moved were withdrawn, accepted, carried against Government or lost in both the Reserved and Transferred Departments.

Demand No.	Major head.	Head under which reduction is proposed.	Nature of amendment— (a) taken, (b) substitutive.	Moved.	Withdrawn.	Accepted.	Carried against Government.			(Reserved.)		Remarks.
							Without division.	After division.	Moved after guillotine.	Reductions involved.	Amount subsequently restored.	
1	2	3	4	5	6	7	8	9	10	11	12	13
2	Land Revenue.	General Establishment.	(b)	Yes	Yes	1921-22.	...	...	...	...	...	Lost by 16 to 27.
		Pay of one Deputy Commissioner	(b)	Yes	Yes		...	...	...	...	...
		Pay of Extra-Assistant Commissioners	(b)	Yes	Yes		...	...	...	...	...
		Travelling allowance	(b)	Yes	Yes		...	...	...	...	...
		Purchase of tents	(b)	Yes	Yes		...	...	...	...	...
		Purchase of furniture and instruments	(b)	Yes	Yes		...	...	...	...	...
		Pay of a Tahsildar	(b)	Yes	Yes		...	...	...	...	...
		Pay of Naib-Tahsildars	(b)	Yes	Yes		...	...	...	...	...
		House-rent and other allowances	(b)	Yes	Yes		...	...	...	...	...
		Outlay on other improvements	(b)	Yes	Yes		...	...	...	...	...
		Charges in connection with map correction work in the Chanda district and map attention work in the Chanda, Drug and Raipur districts.	(b)	Yes	Yes		...	...	...	...	...
		Survey and Settlement—Office Contingencies.	(b)	Yes	Yes		...	...	...	...	...
		Salaries of Deputy Director of Land Records.	(b)	Yes	Yes		...	...	...	...	...
		Salaries of District Superintendent of Land Records.	(b)	Yes	Yes		...	...	...	...	...
		Salaries of Assistant Superintendents of Land Records.	(b)	Yes	Yes		...	...	...	...	...
3	Excise	Salaries of 2nd Personal Assistant to the Commissioner of Excise.	(b)	Yes	Yes		...	...	...	...	...
		Salaries of District Excise Officers	(b)	Yes	Yes		...	...	...	...	...
5	Forest	General Direction—Elephant Establishment, servants and contingencies.	(b)	Yes	Yes		...	...	...	...	...
		Conservancy and Works—Removal of timber and other produce by Government agency.	(b)	Yes	Yes		...	...	...	...	...	Lost without a division.

6	Registration.	Purchase of Saw Mill for working Allampli Forest.	(b)	Yes	...	...	...	34 to 22	...	1,50,000	...
		Extra Deputy Conservator of Forests ...	(b)	Yes	...	...	...	...	...	...	...
		Extra Deputy Conservators ...	(b)	Yes	...	...	...	...	...	...	...
		Re-organization of forest Divisions and Circles and for strengthening of cadres.	(b)	Yes	...	...	...	37 to 19	...	20,000	...
		District charges—Special allowance ...	(b)	Yes	...	...	...	...	...	...	...
8	15.—Miscellaneous Irrigation Expenditure.	Works for which neither capital nor revenue accounts are kept.	(b)	Yes	...	...	...	...	...	...	...
		Survey and investigation of projects—Hawdeo Project Division.	(b)	Yes	...	...	...	...	...	...	...
		Survey and investigation of projects—Survey Division.	(b)	Yes	...	...	...	...	...	...	...
9	16.—Construction of Irrigation Works.	Financed from Famine Insurance Grant—Protective Works Establishment, Mooramnala Tank, Wainganga Division.	(b)	Yes	...	Yes	...	...	...	63,000	...
10	General Administration.	Legislative Council—Salary of Deputy President.	(b)	Yes	...	Yes	...	...	...	3,000	...
		Council Under Secretaries ...	(b)	Yes	...	...	...	...	...	...	...
		Do.	(b)	Yes	...	...	...	30 to 25	...	9,000	...
		Secretariat.									
		Assistant Secretary	(b)	Yes	...	...	...	...	...	...	...
		Oriental Translator	(b)	Yes	...	...	...	...	...	...	...
		Servants in Secretariat	(b)	Yes	...	...	...	...	...	...	...
		Furniture in Secretariat	(b)	Yes	...	...	...	...	...	...	...
		Salary of Inspector-General of Registration.	(b)	Yes	...	...	...	...	...	...	...
		Local Fund Auditors	(b)	Yes	...	...	...	...	...	...	...
		Personal Assistant to Commissioner	(b)	Yes	...	...	...	...	...	...	...
		Commissioners—Temporary Establishment.	(b)	Yes	...	...	...	...	...	...	...
		Commissioners—Lump reduction	(b)	Yes	...	...	...	...	...	...	...
11	Administration of Justice.	Law Officers—Assistant Legal Remembrancer.	(b)	Yes	...	...	...	...	...	...	...
		Establishment for 4th Additional Judicial Commissioner.	(b)	Yes	...	...	...	...	...	...	...
		Subordinate Judges and Munsiffs.	(b)	Yes	...	...	...	...	...	...	...
		Additional establishment in connection with sales of agricultural lands in Berar.	(b)	Yes	...	...	...	...	...	...	...
		Jails.									
12	Jails and Convict Settlements.	Assistant Jailors and Sub-Assistant Surgeons.	(b)	Yes	...	...	...	...	...	...	...
		Assistant Surgeons	(b)	Yes	...	...	...	...	...	...	...
13	Police	Lump reduction from the total demand—Criminal Investigation Department—Salary of Deputy Superintendent	(b)	Yes	...	...	...	...	...	...	...
		Do.	(b)	Yes	...	...	...	...	...	...	...

Lost by 27 to 32.

Lost without a division.

<i>Medical Establishment.</i>											
17	Medical (Transferred).	Lump reduction and reductions under District Medical Officers. Allowance to Civil Surgeons for Factory Inspection	(b)	Yes	Yes	...	...	...	...	...	...
		Reserve Medical Subordinates Hospitals and Dispensaries Assistant Surgeons.	(a)	Yes	Yes	...	...	...	...	...	...
		Contributions towards the recurring expenditure of the Ranchi Lunatic Asylum.	(b)	Yes	Yes	...	...	...	...	...	...
		Grants for quarters for Medical Subordinates—Medical School.	(b)	Yes	Yes	...	...	...	...	...	...
		Deputy Superintendent, Robertson Medical School	(b)	Yes	...	...	37 to 15	...	...	...	...
		Allowance to House Surgeon, Mayo Hospital, for teaching first aid and stretcher drill to students of the Medical School.	(b)	Yes	...	...	...	...	...	...	...
18	Public Health.	Deputy Sanitary Commissioner Grant for Public Health purposes Grant to Nagpur Municipal Committee for construction of water flushed latrines in the Nagpur City and Civil Station.	(b)	Yes	Yes	...	27 to 26	...	...	...	...
		Grants to local bodies for sanitation Grants for anti-malarial measures in the Nagpur Civil Station.	(b)	Yes	Yes	...	...	...	...	...	...
		Expenses during prevalence of epidemics grants for anti-hookworm campaign.	(b)	Yes	Yes	...	...	...	...	...	...
		Establishments in connection with Bubonic plague.	(b)	Yes	Yes	...	...	...	...	...	...
19	Agriculture	Salary of an Extra-Assistant Director Experimental Farms	(b)	Yes	Yes	...	...	...	...	...	...
20	Industries (Reserved).	Lump reduction under Electric Engineer and his staff.	(b)	Yes	Yes	...	...	...	...	...	...
21	Industries (Transferred.)	Deputy Director of Industries Do.	(b)	Yes	Yes	...	...	...	...	...	...
25	4.—Civil Works in charge of Public Works Officers (Transferred).	All works in Part I of the Public Works Department detailed budget. Item 4.—Bungalow for the Divisional Forest Officer, Bhandara. Item 5.—Bungalow for the Deputy Director of Agriculture, Jabalpur. Item 6.—Bungalow for the District Superintendent of Police, Raipur. Item 8.—Bungalow for the 1st Agricultural Expert at Nagpur.	(b)	Yes	Yes	...	...	...	...	...	...

Lost by 1 to 6.

Lost by 11 to 37.

Lost by 17 to 33.

2	Excise	Survey and Settlement—Lump reduction.	(b)	Yes	...	...	...	...	...	...	...	Lost by 14 to 33.
		Do.	(b)	Yes	...	...	...	...	...	...	...	Lost by 25 to 26.
		Land Records—Superintendence—Officer on Special Duty. Director of Land Records.	(b)	Yes	Yes	...	...	...	...	...	...	There were four similar other motions put to vote and lost by 23 to 26.
		Salary of Deputy Director of Land Records.	(b)	Yes	Yes	...	...	...	...	...	...
		Salary of Patwari Establishment—District Superintendents.	(b)	Yes	...	...	30 to 18	...	...	6,000	6,000	Lost without a division.
		District Superintendents—Lump reduction.	(b)	Yes	...	...	...	...	...	...	...	Do.
		Reduction of the posts of Superintendents and Assistant Superintendents.	(b)	Yes	...	...	...	...	...	...	...
		Patwari Establishment—Inspectors	(b)	Yes	Yes	...	...	...	...	...	...
		Allowances to district and village officers—Patels and Patwaris.	(b)	Yes	Yes	...	...	...	...	...	...
		Allowances to district and village officers—Deshmukhs and Deshpandias.	(b)	Yes	Yes	...	...	...	...	...	...	Lost by 5 to 34. Three more similar motions were lost as follows:— Lost by 16 to 30. 23 to 27. 20 to 28.
3	Stamps	Allowances to district and village officers—Lump reduction.	(b)	Yes	...	...	...	...	...	...	...	Lost without a division.
		Lump reduction in the total demand—Land Revenue.	(b)	Yes	...	...	33 to 20	...	...	19,000	...	
		District Excise Officers ...	(b)	Yes	Yes	...	...	...	...	...	...
		Excise Inspectors	(b)	Yes	Yes	...	...	...	...	...	...
		District Executive Establishment—Purchase of tents.	(b)	Yes	Yes	...	...	...	...	...	...
		District Executive Establishment—Contract contingencies—Rewards by district authorities.	(b)	Yes	...	...	...	...	...	...	...
		Superintendence—District Establishment—Clerks.	(b)	Yes	Yes	...	...	...	...	...	...
		Superintendence—Grain compensation allowance.	(b)	Yes	Yes	...	...	...	...	...	...
		Superintendence—Dear district allowance.	(b)	Yes	Yes	...	...	...	...	...	...
		Allowances to Treasurers for sale of stamps.	(b)	Yes	Yes	...	...	...	...	...	...
4	Forests	General Direction—Travelling allowance of officers.	(b)	Yes	Yes	...	...	...	...	...	...
		General Direction—Total voted provision.	(b)	Yes	...	...	27 to 23	...	...	25,800	25,800	
		Conservancy and Works—II—Timber, etc., removed from the forests by consumers or purchasers	(b)	Yes	Yes	...	...	...	...	...	...
		Purchase of cattle	(b)	Yes	...	...	...	...	...	7,000	...	
		Conservancy and Works—VIII—Organization, improvement, etc., other works.	(b)	Yes	Yes	...	...	...	...	...	...
			(b)	Yes	...	...	...	...	...	...	...

[illegible]

APPENDIX X—contd.

Demand No.	Major head.	Head under which reduction is proposed.	Nature of amendment— (a) token. (b) substantive.	Moved.	With- drawn.	Accepted.	Carried against Government.		Moved after guillotine.	(Reserved.)		Remarks.
							Without division.	After division.		Reductions involved.	Amount subsequently restored.	
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Land Revenue.					1927-28.						
		Management of Government estates— Outlay on improvements.	(b)	Yes	...	...	...	...	...	...	Rs. ...	Lost by the Hon'ble the President's casting vote, voting being equal, 23 against 23.
		Revision of Survey and Settlement in Jalgaon, Balapur, Akola, Chikhli and Akot taluqa.	(b)	Yes	...	...	...	38 to 19	...	55,327	55,327	
		Revision of Survey and Settlement in Melghat.	(b)	Yes	...	...	Yes	...	...	67,692	67,692	
		Revision of Survey operations in Jubbulpore.	(b)	Yes	...	...	Yes	...	...	1,08,024	38,804	
		Revision of Survey operations in Mandla.	(b)	Yes	...	...	Yes	...	...	77,336	22,454	
		Revision of Survey operations in Raipur.	(b)	Yes	...	...	Yes	...	...	1,86,618	1,86,618	
		Revision of Survey operations in Bilaspur.	(b)	Yes	...	...	Yes	...	...	1,27,788	40,904	
		Revision of Survey operations in Bilaspur.	(b)	Yes	...	...	Yes	...	...	92,305	35,204	
		Revision of Survey operations in Narasinghpur.	(b)	Yes	...	...	Yes	...	...	150	150	
		Map correction preparatory to Settlement in Wardha district.	(b)	Yes	...	...	Yes	...	...	22,063	7,498	
		Detailed Survey and Settlement of Nazul areas in Berar.	(b)	Yes	...	...	Yes	...	...	1,18,469	1,18,469	
		Revision of leases of Isara villages in Akola and Yeotal districts.	(b)	Yes	...	...	Yes	...	...	34,058	34,058	
		Map correction preparatory to Settlement in Drug district.	(b)	Yes	...	...	Yes	...	...	31,437	12,950	
		Traverse Survey of Nazul areas in Berar.	(b)	Yes	...	...	Yes	...	...	29,872	29,872	
		Total Survey and Settlement.	(a)	Yes	...	...	Yes	39 to 17	...	1	...	Lost without a division.
		Land Records—Lump reduction	(b)	Yes	...	...	...	...	...	...	...	Lost by 18 to 40.
2	Excise	Distillery Expert Rewards by district authorities	(b)	Yes	Yes	...	...	...	...	...	...	Lost without a division.
		Cost of Opium, Ganja and other drugs	(b)	Yes	...	...	...	...	...	...	...	Lost by 18 to 40.
4	Forests	General direction Lump reduction	(b)	Yes	...	...	Yes	39 to 18	...	19,250	19,250	Lost without a division.
		Conservancy and works—Timber and other produce removed from the Forest by Government Agency.	(a)	Yes	...	...	Yes	...	...	100	...	
		Establishment—Pay of Officers	(b)	Yes	...	...	...	...	...	62,017	...	
		Pay of establishment (Medical)	(b)	Yes	Yes	...	...	...	...	...	...
		Countersunk contingencies	(b)	Yes	...	...	...	38 to 18	...	25,000	...	

APPENDIX X—contd.

Demand Major head. No.	2	3	Nature of amendment. (a) token, (b) substantive.	Moved.	Withdrawn.	Accepted.	Carried against Government.		Moved after guillotine.	(Reserved.)		Remarks.
							Without division.	After division.		Reductions involved.	Amount subsequently restored.	
1	2	3	4	5	6	7	8	9	10	11	12	13
11	Police	Criminal Investigation Department (Deputy Superintendent of Police). Training School, Saugor Total Police—Lump reduction	(b) (a) (b)	Yes Yes Yes	... Yes ...	... ... ...	... ... ...	35 to 17 ... ...	... ... ...	Rs. 5,910 4,0000	Rs. 5,910 ...	
13	Education (Reserved).	Grants to European Schools—Maintenance of schools. Lump reduction	(b) (a)	Yes Yes	Yes ...	... ...	... Yes	... ...	... ...	... ...	... ...
14	Education (Transferred).	Grant to the University for the Library... Grants to Nagpur University General Direction - Personal Assistant to Director of Public Instruction. General—Miscellaneous—Contribution to High School Education Board. Lump reduction under 31.—Education ...	(b) (b) (b) (a) (b)	Yes Yes Yes Yes Yes	Yes ... ... ... ...	... ... ... ... ...	... Yes Yes Yes Yes	31 to 23 ... ... ... ...	... ... ... ... ...	... ... ... ... ...	... ... ... ... ...
17	Agriculture	Station Garden Establishment at headquarters of districts.	(b)	Yes	...	...	...	...	Yes	...	...	Lost without a division.
19	Industries (Transferred).	Leather Expert	(b)	Yes	...	...	...	...	Yes	...	...
21	Civil Works (Reserved).	Improvements to the Government houses at Nagpur and Pachmarhi.	(b)	Yes	...	...	Yes	...	Yes	20,000	...	
22	Civil Works (Transferred).	Rest-houses for members of Legislative Council. New works—Buildings—Lump reduction Superintending Engineer—Establishment 41. —Civil Works—Lump reduction ...	(a) (b) (b) (b)	Yes Yes Yes Yes	... ... ... ...	... ... ... ...	Yes ... Yes Yes	... ... ... ...	Yes Yes Yes Yes	... ... ... ...	... ... ... ...	Lost by 21 to 23

APPENDIX X—*contd.*

Demand No.	Major head.	Head under which reduction is proposed.	Nature of amendment (a) token, (b) substantive.	Moved.	With- drawn.	Accepted.	Carried against Government.		Moved after guilloline.	(Reserved.)		Remarks.
							Without division.	After division.		Reductions involved.	Amount subsequently restored.	
1	2	3	4	5	6	7	8	9	10	11	12	13
5	Registration	Lump reduction under total demand ...	(a)	Yes	Yes	1928-29— <i>concl'd.</i>	...	...	...	Rs. ...	Rs. ...	Lost by 3 to 24. Lost without a division.
6	Irrigation works charged to Revenue.	15-A (2).—Works for which neither capital nor revenue accounts are kept. Lump reduction from the total demand.	(b)	Yes	...	...	...	...	...	...	...	...
7	General Administration—(Reserved).	Lump reduction under Staff and Household of His Excellency. Legislative Council—Travelling allowance. Civil Secretariat—Officer on Special Duty. Civil Secretariat—Staff Commissioner—Pay of establishment ... Do. Extra-Assistant Commissioners District establishment—Lump reduction Tahsildars and Naib-Tahsildars Discretionary grants by Commissioners. Lump reduction from the total demand under General Administration.	(a)	Yes	...	...	...	17 to 11	...	1	...	...
8	General Administration—(Transferred).	Pay of Ministers	(b)	Yes	...	...	...	29 to 18	...	1	36,000 1,01,650	Lost by 19 to 24. Lost without a division.
9	Administration of Justice.	Mofussil Establishment—Government Advocate. Mofussil Establishment—Pleaders' fees ... (Public Prosecutors)—Lump reduction ... Additional Judicial Commissioner Three temporary Subordinate Judges Civil and Sessions Courts Subordinate Judges Civil and Sessions Courts Courts of Honorary Magistrates	(a)	Yes	...	...	...	25 to 19	...	100	...	Lost without a division Lost by 18 to 25. Lost without a division.
			(b)	Yes	...	...	Yes	{ 32 to 17 34 to 16 27 to 23	...	500 1	...	...
			(a)	Yes	...	...	...	25 to 24	...	36,000 3,600	6,000	...
			(b)	Yes	...	...	...	27 to 18	...	85,000	85,000	...

APPENDIX XI.

Statement showing the details of the reductions made by the Council under the reserved demands and the amount subsequently certified by His Excellency the Governor.

[Referred to in paragraph 155.]

Demand No.	Major head.	Head under which reduction is proposed.	Reserved.	
			Reductions involved.	Amount subsequently certified by His Excellency.
			Rs.	Rs.
		1921-22.		
2	Land Revenue	Charges in connection with map correction work in the Chanda district and map attestation work in the Chanda, Drug and Raipur districts.	20,216	16,616
		Salaries of Deputy Director of Land Records.	24,325	12,000
		Total ...	44,541	28,616
5	Forest	Purchase of Saw mill for working Allapalli Forest.	1,50,000	...
		Reorganization of forest divisions and circles and for strengthening of cadres.	10,000	...
		Total ...	1,70,000	...
9	16—Construction of Irrigation works.	Financed from Famine Insurance grant—Protective Works—Establishment.	63,000	...
10	General Administration.	Legislative Council—Salary of Deputy President.	3,000	...
		Council under Secretaries	9,000	...
		Total ...	12,000	...
		Total for 1921-22 ...	2,89,541	28,616
		1922-23.		
1	Land Revenue	Survey officers and Assistant Settlement officers and duty allowance.	43,770	36,936
		Survey and Settlement—Establishment.	1,00,000	7,174
		Salaries of Deputy Director of Land Records.	12,750	8,700
		District Superintendents and Assistant Superintendents of Land Records.	58,000	58,000
		Total ...	2,14,520	1,82,810
4	Forest	Lump provision for the revision of pay of Provincial Forest Service.	18,000	...
		Revision of pay of Subordinate Forest Establishment.	20,000	...
		Total ...	38,000	...
6	Irrigation	Total Demand—Irrigation charged to Revenue.	4,00,000	2,16,000

Statement showing the details of the reductions made by the Council under the reserved demands and the amount subsequently certified by His Excellency the Governor—contd.

Demand No.	Major head.	Head under which reduction is proposed.	Reserved.	
			Reductions involved.	Amount subsequently certified by His Excellency.
			Rs.	Rs.
		1922-23—concl'd.		
7	General Administration.	Personal Assistant to Commissioner, Berar.	12,000	4,000
		General Establishment—Deputy Commissioners—Lump reduction	3,600	3,600
		Salaries of Extra-Assistant Commissioners.	75,000	...
		Total ...	90,600	7,600
9	Jails and Convict settlements.	Total Demand under Jails ...	15,000	
10	Police ...	Half the amount of Demand for Criminal Investigation Department.	20,000	11,000
17	Miscellaneous Departments.	Inspector of Factories ...	32,800	32,800
		Salary of Junior Inspector of Steam Boilers.	4,000	...
		Total ..	36,800	32,800
22	Civil Works ...	Lump reduction of half the total demand.	7,500	2,500
		Total for 1922-23 ...	8,27,420	4,52,710
		1923-24.		
1	Land Revenue	Patwari Establishment—District Superintendents.	6,000	6,000
		Lump reduction in the total demand.	19,000	...
		Total ...	25,000	6,000
4	Forest ...	General Direction—Total voted provincial.	25,800	25,800
		Conservancy and works—Purchase of cattle.	7,000	...
		Establishments—Total allowances	10,000	10,000
		Total ...	42,800	35,800
7	General Administration.	Lump reduction from the total demand.	20,000	...
8	Administration of Justice.	Judicial Commissioner's Establishment—Clerks and Translators.	10,000	...
10	Police ...	Reduction of 6 posts of Deputy Superintendents.	36,000	36,000
		Inspectors of Police ...	68,400	58,300
		Travelling allowance ...	5,000	...
		Total ...	1,09,400	94,300
		Total for 1923-24 ...	2,07,200	1,35,100

Statement showing the details of the reductions made by the Council under the reserved demands and the amount subsequently certified by His Excellency the Governor—contd.

Demand No.	Major head.	Head under which reduction is proposed.	Reserved.	
			Reductions involved.	Amount subsequently certified by His Excellency.
		1924-25.	Rs.	Rs.
		Total amount of Demands for Reserved Departments.	2,97,02,693	2,95,80,916
		1925-26.		
1	Land Revenue	Revision of Settlements of Balapur and Jalgaon taluqs.	75,190	74,190
		District Superintendents of Land Records.	74,755	73,755
		Introduction of single boundary mark system in Berar.	19,404	...
		Total ...	1,69,349	1,47,945
7	General Administration.	Travelling allowance of members of Council.	500	...
		Total Commissioners—Voted ...	1,66,000	1,65,000
		Jaglias and Mahars—Lump reduction.	4,02,300	4,02,300
		Total ...	5,68,800	5,67,300
9	Administration of Justice.	Judicial Establishment—Courts of Honorary Magistrates.	99,986	98,986
11	Police	Lump reduction from the total demand under Police.	1,00,000	...
		Total for 1925-26 ...	9,38,135	8,14,231
		1926-27.		
1	Land Revenue	Total Demand under Land Revenue.	27,13,500	26,94,096
3	Stamps	Total Demand under Stamps ...	2,44,000	2,44,000
		Total for 1926-27 ...	29,57,500	29,38,096
		1927-28.		
1	Land Revenue	Revision of Survey and Settlement in Jalgaon, Balapur, etc.	55,327	55,327
		Revision of Survey operations in Melghat.	67,692	67,692
		Revision of Survey operations in Jubbulpore.	1,08,024	38,804

Statement showing the details of the reductions made by the Council under the reserved demands and the amount subsequently certified by His Excellency the Governor—contd.

Demand No.	Major head.	Head under which reduction is proposed.	Reserved.	
			Reductions involved.	Amount subsequently certified by His Excellency.
			Rs.	Rs.
		1927-28—contd.		
1	Land Revenue— <i>concd.</i>	Revision of Survey operations in Mandla.	77,336	22,454
		Revision of Survey operations in Raipur.	1,86,618	1,86,618
		Revision of Survey operations in Bilaspur Khalsa.	1,27,788	40,904
		Revision of Survey operations in Bilaspur Zamindari.	92,305	35,204
		Revision of Survey operations in Narsinghpur.	150	150
		Revision of Survey operations in Wardha.	22,063	7,498
		Detailed Survey and Settlement of Nazul areas in Berar.	1,18,469	1,18,469
		Revision of leases of Izara villages in Akola and Yeotmal districts.	34,068	34,068
		Map correction preparatory to settlement in Drug district.	31,437	12,950
		Traverse Survey of Nazul areas in Berar.	29,872	29,872
		Total Survey and Settlement ...	1	...
		Total ...	9,51,140	6,50,000
4	Forest	General Direction ...	19,260	19,250
		Conservancy and works—Timber and other produce removed from the forests by Government Agency.	62,017	...
		Establishment—Countersigned Contingencies.	25,000	...
		Total ...	1,06,267	19,250
6	Irrigation	Other Revenue Expenditure financed from Famine Insurance grant.	1,90,000	...
7	General Administration.	Total—A. Heads of Provinces ...	1	...
		Legislative Council—Travelling allowance.	20,000	...
		Civil Secretariat—Travelling allowance.	1	...
		Commissioners ...	1,42,699	1,42,699
		Commissioners—Lump reduction	1	...
		District Establishment—Lump reduction.	28,800	...
		General Establishment—Travelling allowance.	25,000	...
		General Administration—Lump reduction.	1,000	...
		Total ...	2,17,502	1,42,699

Statement showing the details of the reductions made by the Council under the reserved demands and the amount subsequently certified by His Excellency the Governor—contd.

Demand No.	Major head.	Head under which reduction is proposed.	Reserved.	
			Reductions involved.	Amount subsequently certified by His Excellency.
		1927-28—concl'd.	Rs.	Rs.
9	Administration of Justice.	Lump reduction under Criminal Courts.	100	...
		Lump reduction from the total demand under Administration of Justice.	15,000	...
		Total ...	15,100	..
11	Police	Criminal Investigation Department—Deputy Superintendents of Police.	5,410	5,410
		Total Police—Lump reduction ...	4,500	...
		Total ...	45,910	45,910
13	Education (Reserved).	Lump reduction ...	1	...
21	Civil Works (Reserved).	Improvements to the Government houses at Nagpur and Pachmarhi.	20,000	...
28	Expenditure in England.	Lump reduction ...	1,000	...
34	Loans and advances by Provincial Governments.	Do. ...	1	...
		Total for 1927-28 ...	15,46,921	8,17,859
		1928-29.		
1	Land Revenue	Revision of Survey and Settlement in Jalgaon, Balapur, Akola, Chikhli and Akot taluqs.	30,500	30,500
		Revision of Survey operations in Mandla district.	88,800	88,800
		Revision of Survey operations in Raipur district.	1,69,000	1,69,000
		Revision of Survey operations in Bilaspur Khalsa.	1,34,300	1,34,300
		Revision of Survey operations in Bilaspur Zamindari.	93,400	93,400
		Revision of Survey operations in Drug district.	62,900	62,900
		Detailed Survey and Settlement of Nazul areas in Akola district.	9,351	...
		Lump reduction under Survey and Settlement.	1	...
		Land Records—Lump reduction...	1	...
		Total ...	5,88,253	5,78,900

Statement showing the details of the reductions made by the Council under the reserved demands and the amount subsequently certified by His Excellency the Governor—concl'd.

Demand No.	Major head.	Head under which reduction is proposed.	Reserved.	
			Reductions involved.	Amount subsequently certified by His Excellency.
			Rs.	Rs.
		1928-29—concl'd.		
4	Forest	General Direction—Lump reduction.	100	...
		Conservancy and works—Lump reduction.	1	...
		Total	101	...
7	General Administration.	Legislative Council—Travelling allowance.	1	...
		Civil Secretariat—Staff	1	...
		Commissioners—Voted	1,37,650	1,37,650
		General Administration—Lump reduction.	1,000	..
		Total	1,38,652	1,37,650
9	Administration of Justice.	Mofussil Establishment—Government Advocate.	100	...
		Mofussil Establishment—Pleaders' fees.	500	..
		Law officers—Lump reduction	2	...
		Additional Judicial Commissioner	36,000	36,000
		Civil and Sessions Courts	3,600	...
		Courts of Honorary Magistrates...	85,000	85,000
		Total	1,25,202	1,21,000
11	Police	District Executive Force—Pay of Deputy Superintendents of Police and recruitments from Subordinate Service.	1	...
		Special Armed Police Force	51,359	51,359
		Total	51,360	51,359
		Total for 1928-29	9,03,568	8,88,909

APPENDIX XII.

Copies of Certificates and Resolutions issued since 1921 explaining the circumstances under which budget cuts were restored by His Excellency the Governor.

[Referred to in paragraph 155.]

Certificate under section 72-D (2), proviso (a) of the Government of India Act.

Under the Budget head "5-C—Land Revenue—Survey and Settlement", the following items of new expenditure were included (items Nos. 4, 5, and 6, Part VI, of the Budget):—

- (4) Charges in connection with map correction work in the Chanda district—Rs. 19,266.
- (5) Charges in connection with attestation work in the Chanda district—Rs. 36,790.
- (6) Charges in connection with attestation work in the Drug and Raipur districts—Rs. 40,207.

At the meeting of the Legislative Council held on the 17th March last, on the motion of Rao Bahadur Bramha, the amount of the demand was reduced by the sum of Rs. 20,216 representing the pay of the following establishment included in the above items:—

- (4) An Assistant Settlement Officer and an Assistant Settlement Superintendent with their clerical and menial establishment.
- (5) A Settlement Officer and an Assistant Settlement Officer with clerical and menial establishment.
- (6) An Assistant Settlement Officer with his clerical and menial establishment.

This reduction was made on the ground that this new superior establishment was not required for the supervision of these operations, and should be supplied from the existing Settlement staff. It was not explained fully that, whilst the operations are new, this superior staff would be transferred from the Settlement staff employed on other operations.

2. The map correction and attestation proceedings are a necessary preliminary to the revision of the land revenue settlements of the Garchiroli and Sironcha tahsils in the Chanda district (mainly zamindaris) and of the zamindari are as of the Raipur and Drug districts. The term of the existing settlements is about to expire, and postponement of the revision of the rents and revenue will deprive the proprietors and the public revenues of the increment in rents and revenue that may equitably be imposed under the Land Revenue Act. It is, therefore, necessary to proceed with these operations. The question has again been examined, and it is found that the establishment provided is not larger than is required except in the case of the Chanda map correction, for which an Assistant Settlement Officer is not required.

His Excellency the Governor, therefore, certifies that out of the sum of Rs. 20,216 deducted from the estimate by the Legislative Council, the expenditure of Rs. 16,616 is necessary for the discharge of his responsibility for the administration of the Settlement Department.

H. C. GOWAN,

Financial Secretary to Government,

Central Provinces.

NAGPUR :

The 14th May 1921.

Certificate under Section 72-D (2), proviso (a), of the Government of India Act.

Under the Budget head No. 5 (d) "Land Revenue—Land Records" was included a sum of Rs. 24,325 on account of the salary of five Deputy Directors of Land Records. At the meeting of the Legislative Council held on the 17th March last, on the motion of Mr. G. P. Jaiswal, the Council reduced the demand by this amount on the ground that this superior staff was not required for the supervision of the preparation of the annual land records. This matter has now again been examined.

2. Four of these posts were created in 1917, with the object of securing that the land records, especially the village maps, should be maintained during the currency of a settlement in the accurate condition in which the Settlement Officer leaves them. The fifth post was created in 1920, to provide an officer for the supervision of the surveys of *nazul* land in large towns. The four Deputy Directors of Land Records in charge of land-record work have raised the standard of accuracy of land records and have proved useful as an agency to train the Tahsildars placed on land-record duty from time to time. When these officers were appointed, it was hoped that their control would enable Government to dispense with the employment of a special staff for map correction prior to revision of settlement but it cannot be said with certainty that this object will be attained. In none of the settlements commenced since the appointment of these officers has it been possible to dispense with the preliminary map correction proceedings.

On a reconsideration of these circumstances and in deference to the vote of the Legislative Council, His Excellency the Governor accepts the reduction in principle, but must retain a part of the sum reduced for reasons set forth below.

3. It is necessary to retain one of the Deputy Directors of Land Records as an Assistant to the Director of Land Records to aid him in the training of Tahsildars appointed for the first time as Superintendent of Land Records and in the inspection of land-record work. This officer will take the place of the Assistant Settlement Commissioner, an appointment which has not been filled for the past few years and for which provision is not made in the current year's budget. In addition, it will be necessary to retain the Deputy Director employed on *nazul* surveys. Moreover, it is necessary to retain the services of a trained surveyor to succeed to the post of Survey Officer which will shortly become vacant by the retirement of the present incumbent, because the Local Government has been informed by the Government of India that it will not in future be possible for them to depute an officer from the Survey Department to fill this post. The remaining three posts of Deputy Director will be abolished, but it will take some little time to arrange for their absorption in other appointments or retirement. It is estimated that a sum of Rs. 12,000 will be required to cover the expenditure of the current year in accordance with the above revision. His Excellency the Governor, therefore, certifies that, out of the sum of Rs. 24,325 deducted by the Legislative Council from the estimate, a sum of Rs. 12,000 is necessary for the discharge of his responsibility for the administration of the Land Records Department.

H. C. GOWAN,

Financial Secretary to Government,

Central Provinces.

NAGPUR :

The 14th May 1921.

Resolution from the Government of the Central Provinces, Finance Department, Budget, No 922-X, dated Nagpur, the 30th May 1922.

The revised estimate for 1921-22, as presented to the Legislative Council in March, provided for a total of Rs. 659.98 lakhs revenue and receipts, including an opening balance of Rs. 51.03 lakhs and Rs. 656.29 lakhs expenditure and disbursements, leaving a small closing balance of Rs. 369 lakhs. The actuals since received show receipts Rs. 650.91 lakhs and expenditure Rs. 652.67 lakhs, the year closing with a minus balance of Rs. 1.76 lakhs. The actuals fell short of estimating mainly under the heads Land Revenue and Excise; under the former the deficit amounted to Rs. 10.95 lakhs and under the latter to about Rs. 3 lakhs, mainly representing arrears. It is anticipated that the major portion of arrears under both these heads will be recovered in the current year.

2. For the year 1922-23, receipts were estimated at Rs. 650.61 lakhs, including an opening balance of Rs. 3.69 lakhs and expenditure at Rs. 635.93 lakhs, leaving a closing balance of Rs. 14.68 lakhs. But, as explained by the Hon'ble the Finance Member in his budget speech, these figures include the Famine Insurance Fund which may not be utilized for general purposes; excluding this from consideration, the closing balance in March 1923 is estimated at Rs. 12.33 lakhs. To this has to be added the reduction in the opening balance as disclosed by the actuals for 1921-22, viz., Rs. 5.45 lakhs: the total deficit therefore amounts to Rs. 17.78 lakhs.

3. The reductions in the budget voted by the Legislative Council amount in all to Rs. 10,96,944. His Excellency the Governor has carefully considered these reductions, and with reference to his powers under section 72-D of the Government of India Act has passed the following orders thereon:—

I.—DEMAND NO. 1—LAND REVENUE (*Reserved*).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Salaries of Settlement and Assistant Settlement Officers and Duty Allowances.	43,770
Survey and Settlement Establishments—Lump reduction.	1,00,000
Salaries of 2 Deputy Directors of Land Records ...	12,750
Salaries of Superintendent of Land Records and Assistant Superintendent of Land Records.	58,000

The sum of Rs. 43,770 represents the excess of the estimate for 1922-23 over the revised estimate for 1921-22. The establishment provided is that which appeared necessary for supervision of the settlement operations in the Chanda and Raipur districts, and of the nazul settlements to be taken up in various towns during the course of the year. The number of Assistant Settlement Officers exceeds that employed in the preceding year by 3 only; but, whereas a number of Assistant Settlement Officers in the preceding year were employed for 3 or 4 months only, it was expected that all would be employed for 12 months in 1922-23. The staff required has now been carefully re-examined in the light of the latest information regarding progress of work, and it is found that the staff of Assistant Settlement Officers provided for West-Chanda can be reduced by 2, providing a saving of Rs. 6,834. The remainder of the staff provided for the settlement of land revenue is necessary for the efficient control and punctual completion of the programme of operations in the remaining two settlements in East-Chanda and Raipur and no further reduction is possible. The suggestion made by some members who supported the reduction, that the control of the settlement operations could be undertaken in addition to their duties by the ordinary district staff, is not feasible in the case of these settlements.

In the nazul settlements a small saving of Rs. 4,000 can be effected; in one town the operations have progressed more rapidly than was expected and in another the commencement of operations can be postponed. Under the head Establishment, a reduction of Rs. 16,826 can be effected by the reduction in West-Chanda of the staff of Additional Revenue Inspectors and Readers attached to the Assistant Settlement Officers whose posts it has been decided to abolish as stated above. The acceptance in full of the reductions made by the Council would render it impossible to carry on the settlement operations, and would deprive provincial revenues of the much-needed increment in revenue which the revision of settlement will bring in.

Of the two posts of Deputy Directors of Land Records, one was retained last year under the certificate of His Excellency the Governor as a reserve to fill the post of Survey officer when it falls vacant. After further consideration and a careful examination of the progress of the traverse survey, both in cultivated and in nazul areas, the Local Government believes that after two more years, during which the services of the present Survey officer will be available, the traverse survey work of the province will be so reduced in volumes as to render it possible to carry on the remaining operations by the aid of temporary agency engaged from time to time as required. Three months' notice has accordingly been served on the officer concerned with effect from 27th March 1922 under Article 436 of the Civil Service Regulations. A sum of approximately Rs. 1,800 will be required, however, on account of the pay of this officer from 1st March to 27th March and for the gratuity in lieu of notice which is due under the Civil Service Regulations. As regards the second post of Deputy Director of Land Records, this officer is required to fill the post of Assistant to the Commissioner of Settlements for which no provision has been made in the budget: his duties involve the inspection of land record work in the field, the instruction of the Land Records staff and the control of forms and survey implements, a matter in which close supervision is essential to keep down expenditure. In this respect the post is, from a financial point of view, economical to Government, because by proper inspection of local stocks, by transfer of stocks from one district to another and similar supervision in detail, much waste has been prevented. The officer is also required as an expert and technical adviser and supervisor of Superintendents of Land Records, who, when selected from the grade of Tahsildar for land record work, almost invariably require training during the early years of their service. It is not therefore intended to abolish this post, and a sum of Rs. 8,700 must in consequence be provided, representing the pay of one Deputy Director of Land Records for 12 months and of one Deputy Director of Land Records for 4 months.

The lump sum reduction of Rs. 58,000 represents the pay of half the staff of Superintendents of Land Records and Assistant Superintendents of Land Records for the year, and Government is unable to agree to this wholesale abolition of half the district supervising staff. The work of Tahsildars and Sub-Divisional Officers is increasing, and their control of land record work becomes proportionately weaker: on the other hand, the public is always demanding better control of the field staff and a higher standard of accuracy in the records. Unless the superior supervising staff is maintained at full strength, it will be impossible even to maintain the existing standard. The control by a single officer of the Land Record staff of more than one district, as suggested by some members of the Legislative Council who supported this reduction, is a physical impossibility, and would lead to serious deterioration in the accuracy of records on which security of tenure and the smooth administration of the Tenancy Act in large measure depends. The present staff is not more than is necessary for the proper supervision of Patwaris and Revenue Inspectors, and it is not possible to accept any part of this reduction.

For the reason given above His Excellency the Governor has certified, under section 72-D (2) (a) of the Government of India Act, that out of the reduction of Rs. 2,14,520 voted by the Council in Demand No. 1—Land

Revenue (Reserved), the expenditure of a sum of Rs. 1,82,810 is essential to the discharge of his responsibility for Land Revenue administration.

II.—DEMAND NO. 2—EXCISE (*Transferred*).

Item.	Amount of reduction by the Legislative Council. Rs.
District Executive establishment	25,000

This reduction has been accepted by Government.

III.—DEMAND NO. 4—FOREST (*Reserved*).

Item.	Amount of reduction by the Legislative Council. Rs.
Lump provision for the revision of pay of the Provincial Forest Service.	18,000
Lump provision for the revision of the pay of the Subordinate Forest Service.	20,000

These reductions voted by the Legislative Council have been accepted by Government.

IV.—DEMAND NO. 5—REGISTRATION (*Transferred*)

Item.	Amount of reduction by the Legislative Council. Rs.
Salary of a Personal Assistant to the Inspector-General of Registration.	5,000

This reduction has been accepted by Government, and no Personal Assistant will be appointed.

V.—DEMAND NO. 6—IRRIGATION CHARGED TO REVENUE (*Reserved*).

Item.	Amount of reduction by the Legislative Council. Rs.
Lump reduction from the total demand	4,00,000

This reduction was voted on two grounds :—

- (1) That the charges on account of establishment were excessive ;
- (2) As a protest against the charging of interest by the Government of India on capital expenditure on unproductive irrigation works before the introduction of the Reforms.

It was explained in the debate on the motion that if further examination of the financial position after the end of the year 1922-23, which was at the time in progress, showed that the appropriation for irrigation works must be largely reduced, it would be possible to reduce expenditure by restricting investigation of new projects and by amalgamating divisions. It is now clear that future expenditure must be considerably reduced in order to balance the budget, and it is proposed to close two of the three project divisions from the end of September next. The decision to restrict new construction will lighten the work of the Kanhan and Mul divisions in which no new works are likely to be taken up and they have been amalgamated. Further, it was considered whether expenditure on any works in progress could be stopped without risk of loss owing to deterioration of work done or postponement of a return from water-rates on money already spent. The only work in which these conditions present themselves is the Chanda nala tank in the Banda tahsil of Saugor. The appropriation included in the budget for that work has accordingly been out.

The interest included in the budget head under which the reduction of Rs. 4 lakhs is proposed is not on account of the capital cost of protective works constructed before the 1st of April 1921, but represents the interest due on account of the cost of productive works since that date. So far, therefore, as the motion rested on the alleged inequity of the charge of interest on protective works, it was based on a misunderstanding. It may be mentioned that the Local Government urged before the Meston Committee that this charge should not be made, and the matter was discussed at the recent Financial Conference at Simla. While it was admitted that the propriety of the charge as between the Central Provinces Government and the Central Government was debatable, it was pointed out that it was a charge contemplated by the Meston Financial Settlement and that any relief accorded to the Central Provinces or to other provinces similarly situated would increase the deficit of the Government of India, and would involve the addition of a corresponding burden to other provinces; it was therefore decided not to press the matter until the provinces had been relieved of their contributions to the Central Government. It is not therefore possible to reduce the interest charges.

His Excellency the Governor accordingly has certified, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 4 lakhs voted by the Legislative Council in Demand No. 6—Irrigation charged to Revenue (Reserved), the expenditure of Rs. 2,10,000 is essential to the discharge of his responsibility for the Irrigation Department.

VI.—DEMAND NO. 7—GENERAL ADMINISTRATION (*Reserved*).

Item.	Amount of reduction by the Legislative Council.	
	Rs.	
Salary of a Personal Assistant to Commissioner, Berar	12,000	
Lump reduction from salaries of Deputy Commissioners (Voted).	3,600	
Salaries of Extra-Assistant Commissioners	...	75,000

Government has accepted the reduction of the post of Personal Assistant to Commissioner, Berar, subject to the provision of Rs. 4,000 for the pay of this officer during the months March to June, during which time his retention is necessary to deal with certain important questions. Of the three Deputy Commissioners, whose pay is shown as voted, one holds his post permanently on promotion from the Provincial Civil Service, while the remaining two posts represent the probable officiating promotions of Extra-Assistant Commissioner in the course of the year. The rates of pay of these posts have been fixed by the Secretary of State, and Government is not therefore prepared to accept the reduction.

As regards the reduction in the amount of provision for salaries of Extra-Assistant Commissioners, it is impossible to determine without further careful examination how far it is possible to decrease the number of posts without loss of administrative efficiency. Government has, however, decided provisionally to accept the reduction and, if necessary, to present a supplementary demand under this head at the August session of Council.

His Excellency the Governor has accordingly certified that out of the reduction of Rs. 90,600 voted by the Legislative Council in the Demand No. 7—General Administration (*Reserved*), the expenditure of a sum of Rs. 7,600 is essential to the discharge of his responsibility for the General Administration Department.

VII.—DEMAND NO. 9—JAILS AND CONVICT SETTLEMENTS (*Reserved*).

Item.	Amount of reduction by the Legislative Council.	
	Rs.	
Lump reduction from the total demand	...	15,000

This reduction has been accepted by Government.

VIII.—DEMAND NO. 10—POLICE (*Reserved*).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Lump reduction from the demand for the Criminal Investigation Department.	20,000

The Indian Police Commission of 1902-03 recommended that there should be constituted in each province a Criminal Investigation Department for the purpose of collecting and distributing information regarding organized crime and to assist in the investigation of crimes when they are of such a special character as to render this assistance necessary. The grounds for this recommendation have lost none of their force since 1902-03, and His Excellency the Governor is satisfied that the retention of the department is essential in the interest of good administration. In deference to the vote of the Legislative Council, however, the strength of the staff has again been examined, and it has been found possible to make reductions which will give a saving of Rs. 9,000 per annum. His Excellency the Governor is satisfied that further economies cannot be made without seriously impairing the efficiency of the department, and he has accordingly certified, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 20,000 voted by the Legislative Council in the Demand No. 10—Police (*Reserved*), the expenditure of a sum of Rs. 11,000 is essential to the discharge of his responsibility for the Police Department.

IX.—DEMAND NO. 16—AGRICULTURE (*Transferred*).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Lump reduction from the demand	... 2,00,000
Salary of Assistant Registrar	... 9,600
Purchase of tents	... 8,624

With the exception of a sum of Rs. 800 representing the Assistant Registrar's pay for March, Government has accepted the whole of this reduction and to give effect thereto has issued the following orders:—

- (1) the Assistant Registrar has been reverted to the ordinary line as Extra-Assistant Commissioner;
- (2) the purchase of tents will not be undertaken in the current year;
- (3) no new development will be undertaken in the Agriculture Department with the exception of the scheme for the subsidy of certified bulls (Rs. 5,000);
- (4) one post of Extra-Assistant Director, which is now vacant, will not be filled during the year.

X.—DEMAND NO. 19—MISCELLANEOUS DEPARTMENTS (*Reserved*).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Total demand for Inspector of Factories	... 32,800
Salary of Junior Inspector of Steam Boilers	... 4,000

The estimate includes provision for the pay of the Chief Inspector of Factories and two Assistants, office and menial establishment, travelling allowance and contingencies. The inspection of factories is a statutory obligation which the Local Government is compelled to meet both under the existing Factories Act and under the new Act which will come into force on 1st July 1922. The effect of the latter Act will be to increase largely the number of factories to be inspected. The appointment of a Chief Inspector, whose post already exists under another name, is therefore essential, while the extension of the Act to a larger number of factories makes

it necessary that further assistance should be given to that officer. In addition, by its signature to the Peace Treaty and by its adherence to the League of Nations, the Government of India have undertaken further responsibilities for the welfare of factory operatives which the Local Government is bound to honour. As regards the provision of Rs. 4,000 for the salary of a Junior Inspector of Steam Boilers, it is not yet certain when the new Steam Boilers Act will come into force; the Local Government is, therefore, prepared to accept this reduction for the present and to present a supplementary demand to Council, when the new Act comes into force.

Accordingly, His Excellency the Governor has certified, under section 72-D (2) (a), Government of India Act, that out of the reduction voted by the Legislative Council of Rs. 36,800 in Demand No. 19—Miscellaneous Departments (Reserved), the expenditure of a sum of Rs. 32,800 is essential to the discharge of his responsibilities for the Miscellaneous Departments (Reserved).

XI.—DEMAND NO. 22—CIVIL WORKS (*Reserved*).

Item.	Amount of reduction by the Legislative Council.	
	Rs.	
Lump reduction of half the total demand	...	7,500

This provision is made for the maintenance and repair and construction of Government House Buildings. Rs. 10,000 have been provided for maintenance and repair and Rs. 5,000 for new works. His Excellency the Governor agrees that no new works should be constructed this year; as regards maintenance and repair, on the basis of actual expenditure in the past, it will not be possible to maintain the buildings at a less expenditure than Rs. 10,000. Accordingly, His Excellency the Governor has certified, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 7,500 voted by the Legislative Council in Demand No. 22—Civil Works (Reserved), the expenditure of Rs. 2,500 is essential for the discharge of his responsibility for the Department of Civil Works (Reserved).

XII.—DEMAND NO. 23—CIVIL WORKS (*Transferred*).

Item.	Amount of reduction by the Legislative Council.	
	Rs.	
Construction of 5 mahua godowns	...	6,300
Construction of a bungalow for the Assistant District Superintendent of Police, Ellichpur.		10,000
Construction of a bungalow for the Deputy Director of Agriculture, Jubbulpore.		10,000

These reductions have been accepted by Government.

5. The net result of the Legislative Council's decisions, as modified by His Excellency, is to decrease expenditure by Rs. 6,43,434, thus reducing the deficit of Rs. 17.78 lakhs indicated in paragraph 2 above to Rs. 11.35 lakhs. This figure will be still further reduced by the inclusion in the estimates for 1922-23 of certain figures of revenue which could not be included at the time those estimates were framed.

6. As a result of the Conference of Finance Members recently held at Simla, it was decided that the revenue derived from unclaimed deposits under certain heads which had been centralized, should be restored to the provinces; the estimated income from this source is approximately Rs. 1 lakh annually. It was also decided that the assignment for Railway Police (Rs. 1,24,000) should continue to be made to the provinces until the expiry of the present contracts with the companies; this with the arrear assignment for 1921-22 gives an additional Rs. 2.48 lakhs.

7. It is further estimated that the recent increase in process fees will bring in approximately Rs. 1 lakh annually. It may also be anticipated that the Land Revenue arrears (Rs. 10·95 lakhs) remaining outstanding at the end of the year 1921-22 will be collected in the current year, while it is also expected that approximately Rs. 1½ lakhs of arrears in the Excise Department will be collected. A *pro forma* credit of Rs. 30,000 for the sale of plant from the Tandula to the Kharung Irrigation project must also be taken into account. An additional revenue of Rs. 17·23 lakhs is thus estimated, converting the deficit balance of Rs. 11·35 lakhs (paragraph 5) into a positive balance of Rs. 5·88 lakhs.

8. Although it is thus estimated that the year will close with a small balance, it must not be forgotten that the estimates contain certain abnormal items of revenue. The land revenue estimates for the current year include a sum of Rs. 34·17 lakhs on account of suspended arrears, while a further sum of Rs. 10·95 lakhs arrears at the end of 1921-22 have now been included. The Excise revenue is estimated at a high figure, but the progressive realization of the temperance policy of Government makes it unsafe to rely on this source of revenue to the same extent in future years. The true financial position is thus obscured, and it is necessary to explain that the normal revenue of the province is much below its normal expenditure. Even in the current year, notwithstanding the large unusual items of revenue in the budget, the deficit on revenue account including the latest adjustments, is Rs. 19·57 lakhs. This deficit as well as the deficit opening balance of Rs. 1·76 lakhs is being met out of our recoveries of Provincial loans; it is estimated to recover under this head the unusual amount of Rs. 59·02 lakhs, out of which it is proposed to repay Rs. 31·81 lakhs to the Government of India, leaving a balance of Rs. 27·21 lakhs. In future years it will be impossible to utilize the loan account to cover any deficit which may occur, since at the end of 1922-23 the balance of debt payable by instalments to the Government of India will be Rs. 91·77 lakhs against a balance credit in the Provincial Loan account of Rs. 84·94 lakhs. The normal financial position as estimated by the Hon'ble the Finance Member in his budget speech is improved to the extent of Rs. 2·24 lakhs only on account of the adjustments specified in paragraphs 5 and 6 above.

Ordered that a copy of the Resolution be communicated to all Heads of Departments and Commissioners of Divisions, to all Departments of the Secretariat and the Accountant General, and that it be published in the *Central Provinces Gazette*.

A. E. MATHIAS,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE

Demand No. 1—Land Revenue (Reserved).

For the reasons stated in paragraph 4 of Resolution No. 922-X, dated the 30th May 1922, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 2,14,520 voted by the Legislative Council in Demand No. 1—Land Revenue (Reserved), the expenditure of a sum of Rs. 1,82,810 is essential for the discharge of his responsibility for the Land Revenue Administration.

By order,

A. E. MATHIAS,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 6—Irrigation charged to Revenue (Reserved).

For the reasons stated in paragraph 4 of Resolution No. 922-X, dated the 30th May 1922, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 4 lakhs voted by the Legislative Council in Demand No. 6—Irrigation charged to Revenue (Reserved), the expenditure of a sum of Rs. 2,16,000 is essential for the discharge of his responsibility for the Irrigation Department.

By order,

A. E. MATHIAS,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 7—General Administration (Reserved).

For the reasons stated in paragraph 4 of Resolution No. 922-X, dated the 30th May 1922, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 90,600 voted by the Legislative Council in Demand No. 7—General Administration (Reserved), the expenditure of a sum of Rs. 7,600 is essential for the discharge of his responsibility for the General Administration Department.

By order,

A. E. MATHIAS,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 10—Police (Reserved).

For the reasons stated in paragraph 4 of Resolution No. 922-X, dated the 30th May 1922, His Excellency the Governor certifies under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 20,000 voted by the Legislative Council in Demand No. 10—Police (Reserved), the expenditure of a sum of Rs. 11,000 is essential for the discharge of his responsibility for the Police Department.

By order,

A. E. MATHIAS,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 19—Miscellaneous Departments (Reserved).

For the reasons stated in paragraph 4 of Resolution No. 922-X, dated the 30th May 1922, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 36,800 voted by the Legislative Council in Demand No. 19—Miscellaneous Departments (Reserved), the expenditure of a sum of Rs. 32,800 is essential for the discharge of his responsibility for the Miscellaneous Departments (Reserved).

By order,

A. E. MATHIAS,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 22—Civil Works (Reserved).

For the reasons stated in paragraph 4 of Resolution No. 922-X, dated the 30th May 1922, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that out of the reduction of Rs. 7,500 voted by the Legislative Council in Demand No. 22—Civil Works (Reserved), the expenditure of a sum of Rs. 2,500 is essential for the discharge of his responsibility for the Department of Civil Works (Reserved).

By order,

A. E. MATHIAS,

Financial Secretary to Government,

Central Provinces.

Resolution of the Government of the Central Provinces, Finance Department, Budget, No. 896-X, dated Nagpur, the 31st March 1923.

The budget estimate for the year 1923-24 as presented to the Legislative Council on the 5th March 1923 provided for a revenue of Rs. 5,35·64 lakhs and an expenditure of Rs. 5,50·77 lakhs, thus showing a deficit of Rs. 15·13 lakhs. Under debt-heads, however, the receipts were estimated at Rs. 1,07·43 lakhs and disbursements at Rs. 50·04 lakhs, showing a surplus of Rs. 57·39 lakhs. Thus the net result of the estimated transactions, under both revenue and debt-head sections of the estimate, is a credit balance of Rs. 42·26 lakhs, which, together with the opening balance of Rs. 78·01 lakhs, produces a closing balance of Rs. 1,20·27 lakhs, of which Rs. 69·85 lakhs is in the Famine Insurance Fund. The latter may not be utilized for general purposes and therefore the real closing balance is estimated at Rs. 50·42 lakhs.

2. The total demand for grants moved in Council was Rs. 4,80·59 lakhs, out of which the Legislative Council voted reductions amounting in all to Rs. 2,07,200. His Excellency the Governor has carefully considered these reductions, and with reference to his power under section 72-D of the Government of India Act, has passed the following orders thereon :—

3. I.—DEMAND NO. 1—LAND REVENUE (RESERVED).

Item.	Amount of reduction by the Legislative Council. Rs.
Land Records—Patwaris Establishment—Salaries of District Superintendent.	6,000
Lump reduction 	19,000
Total ...	25,000

The object of the reduction of Rs. 6,000 was to secure a trial in one district of the system recommended by the Retrenchment Committee, namely, supervision by the Tahsildar of the land records work in his tahsil. The Retrenchment Committee, however, recommended this arrangement only if the Tahsildar's magisterial duties were entrusted to a separate sub-magistrate, and, in order to test the feasibility of the arrangement, it would be necessary to appoint sub-magistrates in all the tahsils of one district. The net result would be an increase and not a reduction of expenditure. The proposal cannot be accepted and the present arrangement for the supervision of Land Records must continue.

The lump reduction of Rs. 19,000 has been accepted by Government and will be taken against the head "5-D— and Revenue—Allowances to District and Village Officers—Patels and Patwaris"

His Excellency the Governor has accordingly certified, under section 72-D (2) (a) of the Government of India Act, that, out of the reduction of Rs. 25,000 voted by the Council in Demand No. 1—Land Revenue (Reserved), the expenditure of a sum of Rs. 6,000 is essential to the discharge of his responsibility for Land Revenue Administration.

II.—DEMAND NO. 4.—FOREST (RESERVED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
General Direction—Total voted provision ...	25,900
A.—Conservancy and Works—VI.—Live-stock, Stores, etc.,	
Purchase of cattle ...	7,000
B.—Establishment—Allowances ...	10,000
Total ...	42,800

The reduction of the whole voted provision under “General Direction” was made in order to show the desire of the majority of the Legislative Council for the abolition of the post of Chief Conservator of Forests; but, as the Local Government has not the power to abolish the post of Chief Conservator of Forests, the establishment must be maintained.

The reduction of Rs. 7,000, which represents provision for the purchase of elephants, has been accepted by Government.

The object of the reduction of Rs. 10,000 under the head “Establishment—Allowances” was to secure the abolition of fixed travelling allowances of Conservators and special pay for Working Plan and Lac Research Officers. None of the expenditure on these subjects is met from this head, except the special pay to subordinate establishments. The travelling allowance for Conservators is provided for against the head “Travelling allowance of Conservators” under “Travelling allowance”, while the special pay to the superior staff is provided against the head “Deputation and other allowances” on page 33 of the budget and, so far as officers of the all-India Forest Service are concerned, the item is non-votable. The Local Government agrees to abolish fixed travelling allowance for Conservators in favour of travelling allowance under the ordinary rules, but this will not reduce expenditure. The motion to abolish the allowance for Working Plan Officers and for the Lac Research Officers was in support of the Retrenchment Committee’s proposals that these allowances should not be granted when officers are wholly employed on these duties. The Committee did not recommend this so long as officers were performing these duties in addition to their ordinary work. The Lac Research Officers and some of the Working Plan Officers will be thus employed.

His Excellency the Governor has accordingly certified that, out of the reduction of Rs. 42,800 voted by the Legislative Council in Demand No. 4—Forest (Reserved), the expenditure of a sum of Rs. 35,800 is essential to the discharge of his responsibility for the Forest Department.

III.—DEMAND NO. 7.—GENERAL ADMINISTRATION (RESERVED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Lump reduction ...	20,000

This reduction has been accepted by Government and will be made in the budget by increasing the estimate of probable savings under the following heads :—

	Additional savings.
	Rs.
C.—Secretariat and Headquarters Establishment—Civil	5,000
Secretariat.	
E.—District Administration ...	12,500
F.—Miscellaneous ...	2,500

IV.—DEMAND No. 8.—ADMINISTRATION OF JUSTICE (RESERVED).

Item .	Amount of reduction by the Legislative Council. Rs.
Judicial Commissioner's Establishment—Clerks and Translators.	10,000

The reduction has been accepted by Government.

V.—DEMAND No. 10—POLICE (RESERVED).

Item.	Amount of reduction by the Legislative Council Rs.
District Executive Force—Salaries—Deputy Superintendents.	36,000
District Executive Force—Police Force—Inspectors ...	68,400
District Executive Force—Police Force—Travelling allowance.	5,000
	<hr/> 1,09,400

The cut of Rs. 36,000 was made with the object of reducing the number of Deputy Superintendents from 22 to 16. There are altogether 25 Assistants' charges of which usually 8 are manned by Assistant Superintendents and the remainder by Deputy Superintendents, but, owing to the deficiency in the number of Assistant Superintendents, only one is available for holding a charge and it is necessary during the ensuing year to employ at least 22 Deputy Superintendents on district duty. It is not the intention of the Local Government to increase the permanent cadre of 18 Deputy Superintendents for the present, but owing to the shortage in the ranks of the all-India services, it has been necessary to appoint four temporary Deputy Superintendents. The number provided for in the budget is the minimum with which the department can be carried on efficiently.

Out of the provision for 128 Inspectors, the Council made a reduction of Rs. 68,400 representing provision for 25 posts. This class of officers is necessary for efficient Police administration and it is considered impossible to effect so large a reduction. In deference to the vote of the Legislative Council, however, the strength of the staff has been carefully examined, and it has been found possible to make a reduction of 4 posts which will give a saving of Rs. 10,100. His Excellency the Governor is satisfied that further economies cannot be made without seriously impairing the efficiency of the department.

The reduction of Rs. 5,000 under "Travelling allowance" has been accepted by Government.

For the reasons given above, His Excellency the Governor has certified that, out of the reduction of Rs. 1,09,400 voted by the Legislative Council in the Demand No. 10—Police (Reserved), the expenditure of a sum of Rs. 94,300 is essential to the discharge of his responsibility for the Police Department.

4. The net result of the Legislative Council's decisions, as modified by His Excellency, is to decrease expenditure by Rs. 71,100. Adding to this a reduction of Rs. 10,334 on account of a Munsiffi at Pusad, which was included in the budget but not moved in Council, the total reduction amounts to Rs. 81,434, the effect of which is to increase the real closing balance of Rs. 50.42 lakhs to Rs. 51.23 lakhs.

Ordered that a copy of the Resolution be communicated to all Heads of Departments and Commissioners of Divisions ; to all Departments of the Secretariat and to the Accountant General ; and that it be published in the *Central Provinces Gazette*.

A. McDONALD,
Financial Secretary to Government,
Central Provinces.

CERTIFICATE.

Demand No. 1. —Land Revenue (Reserved).

For the reasons stated in paragraph 3 of Resolution No. 896-X, dated the 31st March 1923, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that, out of the reduction of Rs. 25,000 voted by the Legislative Council in Demand No. 1—Land Revenue (Reserved), the expenditure of a sum of Rs. 6,000 is essential to the discharge of his responsibility for Land Revenue Administration.

By order,

A. McDONALD,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 4.—Forest (Reserved).

For the reasons stated in paragraph 3 of Resolution No. 896-X, dated the 31st March 1923, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that, out of the reduction of Rs. 42,800 voted by the Legislative Council in Demand No. 4—Forest (Reserved), the expenditure of a sum of Rs. 35,800 is essential to the discharge of his responsibility for the Forest Department.

By order,

A. McDONALD,

*Financial Secretary to Government,
Central Provinces.*

CERTIFICATE.

Demand No. 10.—Police (Reserved).

For the reasons stated in paragraph 3 of Resolution No. 896-X, dated the 31st March 1923, His Excellency the Governor certifies, under section 72-D (2) (a), Government of India Act, that, out of the reduction of Rs. 1,09,400 voted by the Legislative Council in Demand No. 10—Police (Reserved), the expenditure of a sum of Rs. 94,300 is essential to the discharge of his responsibility for the Police Department.

By order,

A. McDONALD,

*Financial Secretary to Government,
Central Provinces.*

Resolution of the Government of the Central Provinces, Finance Department, Budget, No. 1259-X, dated Nagpur, the 20th March 1924.

In accordance with the provisions of section 72-D of the Government of India Act a statement of the estimated expenditure and revenue of the province for the year 1924-25 was laid before the Legislative Council at the March session. The Local Government's proposals for the appropriation of provincial revenue and other moneys, so far as they referred to votable expenditure, were submitted to the vote of the Legislative Council in the form of demands for grants, but the Council, by a majority refused its assent to all demands in both the transferred and the reserved departments, with the exception of a sum of Rs. 2 which was voted for the salaries of the Ministers.

2. In this unprecedented position His Excellency the Governor has to consider the action that should be taken by him. He has two alternatives before him, either to accept the vote of the Council or to exercise his

statutory powers under the Government of India Act to authorize expenditure not voted by the Council. If the first alternative were adopted and full effect were given to the Council's decision, the departments of Government would be wrecked, and the whole of the provincial and subordinate services, as well as ministerial and menial staff, would be dismissed; the police would be disbanded; law courts would be closed; Government colleges and schools would be shut, and grants-in-aid to local bodies for primary education would be stopped, the education of the youth of the country being thus brought to a standstill; hospitals and dispensaries would be closed, leaving no facilities for the medical relief of the sick; all provision for dealing with epidemic disease and for vaccination would cease; all public works in progress would be stopped and roads and buildings would no longer be kept in repair; loans for land improvement would cease; grants to local bodies would not be given, and they would be unable to continue their most important work. In short, Government would almost totally cease to function. In the interests of the province, therefore, the Governor considers it necessary to exercise the powers conferred on him by the Government of India Act to provide such funds as may be indispensable for carrying on the essential functions of a civilized government and saving the existing administration from wreckage.

3. The powers of the Governor to authorize expenditure to which the Council has not assented are defined in provisos (a) and (b) to section 72-D (2) of the Government of India Act. The first proviso, which relates exclusively to reserved subjects, permits of a demand refused by the Council being restored if the Governor considers the expenditure provided for by the demand essential for the discharge of his responsibilities for the reserved subject concerned. Proviso (b), which covers both transferred and reserved subjects, empowers the Governor to authorize, in case of emergency, such expenditure as he may think necessary for the safety or tranquillity of the province or for the carrying on of any department. This emergency has arisen from the refusal of the Legislative Council to vote any demands. The power conferred with reference to expenditure on transferred subjects is thus more restricted than that conferred in regard to reserved subjects. In the former case an emergency must have arisen rendering the authorization of expenditure necessary for carrying on of a department, in the latter all expenditure may be restored which is essential for carrying on the ordinary administration. In authorizing expenditure His Excellency has observed the following principles. In the reserved subjects the budget provision has for some years, owing to financial stringency, been curtailed to a minimum, and His Excellency has therefore certified the votable expenditure in these subjects with the exception of some items which can be postponed without serious detriment to the administration or loss to the provincial revenues.

In the transferred departments, on the other hand, His Excellency has been able only to authorize expenditure on the scale necessary for the carrying on of each department. Certain items which are classed as "new expenditure" but which are really commitments of the Government in accordance with past practice, such, for instance, as grants to local bodies for general purposes, have been authorized, but other new expenditure proposed in the budget for schemes of development cannot be authorized, and these schemes must be postponed till funds are voted for them by the Council. Such projects include the construction of several new roads and bridges in Berar, new educational buildings, the improvement of water-supply including boring operations, the District Health Officers' Scheme, the improvement of hospitals, the appointment of an industrial chemist, experiments for the improvement of sugarcane and so forth. The postponement of these schemes must inevitably have the regrettable effect of arresting the development of the province, and the action of the Legislative Council necessarily falls most heavily on the transferred subjects, where development is most required. Again His Excellency the Governor is advised that he has no legal power to authorize the payment of reasonable salaries to Ministers. The result of the refusal to vote salaries for the Minister is, therefore, that the office of Minister cannot be filled, and His Excellency

has been obliged to take over temporarily the administration of the transferred subjects, the province being thus deprived of the most important advance towards self-government made by the Government of India Act.

4. Following these principles, His Excellency the Governor has exercised his statutory powers to authorize expenditure to the extent shown in the appendix. The budget as introduced, excluding capital and debt heads, provided for an estimated revenue of Rs. 5,31,31,000 and an estimated expenditure of Rs. 5,29,36,000, thus giving a surplus of Rs. 2,45,000. Including the amounts now authorized, the provincial expenditure will be reduced to Rs. 5,21,09,257. The expenditure not chargeable to revenue will be reduced from Rs. 74,56,000 to Rs. 69,31,000.

5. As a result of the action taken by His Excellency the Governor in consequence of the refusal of the Legislative Council to vote any demands, the principal items omitted from the budget are as follows:—

A—RESERVED SUBJECTS.

	Rs.
<i>Forests—</i>	
Purchase of 5 elephants ...	22,500
Purchase of 2 hay presses ...	6,000
Improvement of clerks' pay ...	5,500
Construction of new roads ...	75,000
<i>Education (European Schools)—</i>	
Grant to Christ Church Boys' School, Jabalpur, for Science equipment.	4,000
<i>Miscellaneous Departments—</i>	
Preparation of an index figure of the cost of living ...	6,000

B.—TRANSFERRED SUBJECTS.

<i>General Administration—</i>	
Salaries and travelling allowance of Ministers ...	74,998
<i>Education—</i>	
Equipment for the Engineering School ...	5,000
Conversion of twenty lower division posts to upper division in the Subordinate Educational Service.	4,000
Extension of female education ...	4,311
Grants to local bodies for compulsory primary education	10,000
Contribution to the Victoria Technical School Bombay, for the training of twelve Central Provinces students.	2,400
<i>Medical—</i>	
Health propaganda work in Berar ...	2,403
Grant to the Muir Memorial Hospital, Nagpur, for buildings.	5,000
Provision for the treatment of venereal diseases ...	2,000
Grants for dispensary buildings ...	2,500
Grants for quarters for Medical Subordinates ...	14,000
<i>Public Health—</i>	
Grant to the District Council, Amraoti, towards the Health Officers' Scheme.	10,000
Improvement of water-supply in the rural areas ...	10,000
<i>Agriculture—</i>	
Provision for sugarcane experiments ...	15,000
New plant and agricultural implements for demonstration purposes.	10,000
Oil engine and pumps for Damoh farm ...	3,500
<i>Industries—</i>	
Appointment of an Industrial Chemist and staff ...	15,000
<i>Civil Works—</i>	
Quarters for the Sub-divisional Officer, Public Works Department, Ellichpur.	8,900
Additions and alterations to the District Court-house at Wardha	20,000

	Rs.
New building for the Anglo-Vernacular School hostel at Morsi.	20,000
New building for the Anglo-Vernacular School, Mungeli	17,500
Additions and alterations to the High School building, Balaghat.	11,000
Additions and alterations to the Model High School hostel, Jubbulpore.	30,000
Hostel for the Anglo-Vernacular Middle School, Murtizapur.	20,000
New building for the Anglo-Vernacular School, Murtizapur.	20,000
Extension of the Akola High School hostel ...	18,000
Raising in class of the Digra-Pusad road ...	40,000
Improvement of the ghat on Malkapur-Buldana road	20,000
Causeway over the Adan river on the Darwha-Yeotmal road.	15,000
Submerged bridge over the Chenakoli river on the Darwha-Digra road.	15,000
Construction of a bridge on the Ellichpur-Anjangaon road	20,000
Submerged bridge on the Yeotmal-Wun road ...	20,000
Grant to District Council, Amraoti, for raising in class of the road from Warud to Wardha.	30,000
Grant to the District Council, Amraoti, for construction of the Pohora-Chandur Railway road.	18,000
Reserve for unforeseen major works, reduced from Rs. 72,000 to Rs. 50,000.	22,000
Investigation of water-supply projects ...	10,000
Boring operations in Amraoti district for water-supply ...	13,000
New tools and plant reduced from Rs. 88,000 to Rs. 50,000.	38,000
<i>Miscellaneous—</i>	
Grant to Jalgaon Municipal Committee ...	4,000
Reserve for transferred departments ...	1,50,000
<i>Loans and Advances by the Provincial Government—</i>	
Provision for a loan to the Nagpur Municipal Committee.	4,50,000

ORDER.—Ordered that a copy of the Resolution be communicated to all Heads of Departments and Commissioners of Divisions, to all Departments of the Secretariat and to the Accountant General; and that it be published in the *Central Provinces Gazette*.

A. E. MATHIAS,
Financial Secretary to Government,
Central Provinces.

APPENDIX.

[Referred to in paragraph 4 on page 99.]

Number of demand.	Service or Administration to which the demand relates.	Amount of demand as presented to the Council.	Amount as now certified or authorized.	Expenditure not certified or authorized.
		Rs.	Rs.	Rs.
<i>A.—Reserved Subjects.</i>				
1	Land Revenue	24,62,400	24,62,400	...
3	Stamps	2,45,000	2,45,000	...
4	Forests	30,33,300	29,99,300	34,000
6	Irrigation	13,65,000	13,65,000	...
7	General Administration	57,74,500	57,74,500	...
9	Administration of Justice	26,96,650	26,96,650	...
10	Jails and Convict Settlements	9,20,000	9,20,000	...
11	Police	52,81,500	52,81,500	...
13	Education	1,55,000	1,48,223	6,777
18	Industries	29,000	29,000	...
20	Miscellaneous Departments	1,14,343	1,08,343	6,000
21	Civil Works	30,000	30,000	...
23	Pensions	17,2,000	17,72,000	...
24	Stationery and Printing	5,59,700	5,59,700	...
26	Miscellaneous	2,61,000	2,61,000	...
28	Miscellaneous Adjustments	23,000	23,000	...
29	Expenditure in England	3,15,100	3,15,100	...
30	Capital outlay on Forest works	2,00,000	1,25,000	75,000
31	Productive Irrigation works	30,15,000	30,15,000	...
32	Famine Insurance Fund	4,55,000	4,55,000	...
33	Loans and advances	3,18,000	3,18,000	...
34	Repayment of Loans	6,05,000	6,05,000	...
35	Refunds of revenue	71,200	71,200	...
	Total	2,97,02,693	2,95,80,916	1,21,777
<i>B.—Transferred Subjects.</i>				
2	Excise	7,47,000	7,47,000	...
5	Registration	2,57,200	2,57,200	...
8	General Administration	75,000	2	74,998
12	Scientific Departments	13,000	13,000	...
14	Education	46,76,700	46,46,597	30,103
15	Medical	10,99,400	10,72,297	27,103
16	Public Health	2,99,200	2,79,200	20,000
17	Agriculture	12,69,300	12,38,438	30,862
19	Industries	2,36,300	2,19,800	16,500
22	Civil Works	64,32,310	60,05,910	4,26,400
25	Stationery and Printing	15,000	15,000	...
27	Miscellaneous	8,83,000	7,29,000	1,54,000
29	Expenditure in England	79,900	79,900	...
33	Loans and advances. (Loans to local bodies).	4,50,000	...	4,50,000
34	Refunds of revenue	16,400	16,400	...
	Total	1,65,49,710	1,53,19,744	12,29,966
	GRAND TOTAL	1,62,52,403	4,49,00,660	13,51,743

Resolution of the Government of the Central Provinces, Finance Department, Budget, No. 1451-X,
dated Nagpur, the 2nd May 1925.

In the March session of 1925 demands totalling Rs. 5,23,97,353 were presented to the Legislative Council. These demands were met subject to reductions amounting in all to Rs. 12,02,633. Some of these reductions related to particular items considered in themselves unnecessary. Others were made, not so much with a view to effecting economies, as to indicate to the Government that the Council desired a change of policy. In many legislative bodies it has been found convenient, when reductions of the latter kind are made, to reduce only a token sum and not the whole grant, and it would have saved His Excellency the Governor from having to exercise his powers under section 72-D of the Government of India Act if that procedure had been followed by his Legislative Council. As it is, he has been obliged to certify certain items in order to keep going the machinery of the administration. In such cases, however, out of deference to the views of the Legislative Council he has certified the demands, less a token sum, so as to leave on record the fact that his Government has taken note of the opinion given, and as an assurance that the matter will be looked into further. The actual reductions made and the action taken by His Excellency the Governor under each demand head are set out below :—

2. I.—DEMAND NO. 1—LAND REVENUE (RESERVED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Revision of settlement in the Balapur and Jalgaon taluqs.	75,190
District Superintendents of Land Records ...	74,755
Appointment of additional temporary staff for the introduction of the single boundary mark system in Berar.	19,404
Total ...	<u>1,69,349</u>

The only way in which to give effect to the reduction of Rs. 75,190 on account of the revision of settlement in the Balapur and Jalgaon taluqs would be to give up the resettlement of these areas entirely. Such a course would be unfair to the rest of the province unless the exemption given were made universal. The issues raised are those of provincial and not local importance, and cannot be settled off-hand. In the meantime the staff engaged cannot be disbanded with due regard to economy. Similarly the only way in which to reduce Rs. 74,755 on account of District Superintendents of Land Records would be to dismiss at a few days' notice and without compensation the existing staff of District Superintendents and to change without proper investigation the whole system of supervising land records. His Excellency the Governor is not prepared to do this. He has, therefore, decided to certify both sums as essential to the discharge of his responsibility for the Land Revenue Administration, less Rs. 1,000 in each case. He has left these two token reductions as an acknowledgment that his Government notes the views of the Legislative Council on the broad issues of policy, and will re-examine the position. No such practical difficulty arises over the reduction of Rs. 19,404 on account of the appointment of additional temporary staff for the introduction of the single boundary mark system in Berar and His Excellency has decided not to certify in this case.

II.—DEMAND NO. 2—EXCISE (TRANSFERRED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Lump reduction under Excise Officers ...	3,000

His Excellency the Governor has passed no order regarding this amount. The reduction will be given effect to by reducing one post of District Excise Officer.

III.—DEMAND No. 7—GENERAL ADMINISTRATION (RESERVED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Travelling allowance of Members	500
Total provision for Commissioner—Voted	1,66,000
Lump reduction under Allowance to District and Village officers—Allowances to Jaglias and Mahars.	4,02,300
Total	5,68,800

His Excellency the Governor has passed no order with respect to the first of these items. The reductions of Rs. 1,66,000 under "Commissioners—Voted" is on account of the establishments, etc., of Commissioners, and not on account of their salaries. The reduction from the establishment's demand was made so as to get over the difficulty that the salaries of Commissioners are not subject to the vote of the Council and to give expression to the view that Commissioners should be abolished. So long as Commissioners are retained they must have their establishments, etc. His Excellency the Governor has, therefore, decided to certify the demand, less a token sum of Rs. 1,000 to mark the protest of the Legislative Council in the matter.

The reduction of Rs. 4,02,300 in the allowances of Jaglias and Mahars was proposed, partly with a view to greater economy, but mainly in order to persuade the Government to reduce the cess levied for the pay of Jaglias and Mahars to 12 pies in the rupee of land revenue, and to make up the difference from general revenues. The reduction made in this case differs from certain others in that it was not a reduction of the whole amount. Sufficient money has been voted to enable the administration under this head to be carried on for several months. Accordingly His Excellency the Governor has decided to make no order pending a further examination of the matter by his government.

IV.—DEMAND No. 8—GENERAL ADMINISTRATION (TRANSFERRED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Salaries and Travelling Allowance of Ministers...	98,998

His Excellency the Governor has passed no order regarding this amount. No Ministers have been appointed.

V.—DEMAND No. 9—ADMINISTRATION OF JUSTICE (RESERVED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Total Judicial Establishment	99,986

The reduction made is on account of the whole demand for the establishment, etc., of the Courts of Honorary Magistrates. So long as there are Honorary Magistrates their Courts must be properly staffed and equipped. His Excellency the Governor, therefore, has certified an expenditure of a sum of Rs. 98,986 as essential to the discharge of his responsibility for the Judicial Administration. This is equivalent to the whole amount less a token sum of Rs. 1,000, which has been left as an indication that the Government will examine carefully the complaint made that unsuitable persons are sometimes appointed as Honorary Magistrates.

VI.—DEMAND No. 11—POLICE (RESERVED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Lump reduction under District Executive Force ...	1,00,000

The main reason put forward for the lump reduction of Rs. 1,00,000 under the head "District Executive Force" was that further economies should be made. In this case, as in that of the Jagias and Mahars, the reduction made is not of the whole grant and sufficient money has been voted to carry on the administration for several months. His Excellency the Governor, therefore, has decided to make no order until his government has had time to re-examine the position.

VII.—DEMAND No. 17—AGRICULTURE (TRANSFERRED).

Item.	Amount of reduction by the Legislative Council.
	Rs.
Provision for the lay out of District Office and District Court compounds.	2,500

His Excellency the Governor has made no order in this case. The reduction is being effected.

IX.—DEMAND No. 22—CIVIL WORKS (TRANSFERRED).

Item	Amount of reduction by the Legislative Council.
	Rs.
(1) Bungalow for Forest Divisional Officer, Yeotmal ...	15,000
(2) Bungalow for Forest Divisional Officer, Khandwa ...	20,000
(3) Bungalow for Extra-Assistant Commissioner at Akola.	10,000
(4) Bungalow for the Sub-Judge at Daryapur ...	12,000
(5) Bungalow for the second class Sub-Judge at Narsinghpur.	10,000
(6) Bungalow for the Civil Surgeon at Bilaspur ...	30,000
(7) Public Health Research Institute at Nagpur ...	50,000
(8) Bungalow for Public Works Department Sub-Divisional Officer at Ellichpur.	13,000
Total ...	<u>1,60,000</u>

His Excellency the Governor has passed no orders with regard to these items. The reductions are being made.

3. The net result of these orders is that His Excellency the Governor has certified sums totalling Rs. 4,11,931, has postponed orders with regard to sums totalling Rs. 5,02,300 pending further investigation by his government of the issues raised, and has allowed the decisions as regards sums totalling Rs. 2,88,402 to take their course.

ORDER.—Ordered that a copy of the Resolution be communicated to all Heads of Departments and Commissioners of Divisions, to all Departments of the Secretariat and to the Accountant General, Central Provinces, and that it be published in the *Central Provinces Gazette*.

H. C. GOWAN,
Financial Secretary to Government,
Central Provinces,

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 1.—Land Revenue (Reserved).

In pursuance of the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 1,69,349 voted by the Legislative Council in Demand No. 1—Land Revenue (Reserved), the expenditure of a sum of Rs. 1,47,445 is essential to the discharge of my responsibility for the Land Revenue Administration.

MONTAGU BUTLER,

Governor,

Central Provinces.

NAGPUR :

The 13th April 1925.

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 7.—General Administration (Reserved).

In pursuance of the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 5,68,800 voted by the Legislative Council in Demand No. 7—General Administration (Reserved), the expenditure of a sum of Rs. 1,65,000 is essential to the discharge of my responsibility for General Administration.

MONTAGU BUTLER,

Governor,

Central Provinces.

NAGPUR :

The 13th April 1925.

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 9.—Administration of Justice (Reserved).

In pursuance of the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 99,986 voted by the Legislative Council in Demand No. 9.—Administration of Justice (Reserved), the expenditure of a sum of Rs. 98,986 is essential to the discharge of my responsibility for the Judicial Administration.

MONTAGU BUTLER,

Governor,

Central Provinces.

NAGPUR :

The 13th April 1925.

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 7.—General Administration (Reserved).

In pursuance of the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that the expenditure of the sum of Rs. 4,02,300 which was included in Demand No. 7—General Administration for allowance to district and village officers—Jagias and Mahars—and the reduction of which was voted by the Legislative Council in March 1925, is essential to the discharge of my responsibility for General Administration.

MONTAGU BUTLER,

Governor,

Central Provinces.

NAGPUR :

The 11th August 1925.

Resolution of the Government of the Central Provinces, Finance Department, Budget, No. 931-X, dated Nagpur, the 19th March 1926.

In accordance with the provision of section 72-D of the Government of India Act, a statement of the estimated revenue and expenditure of the province for the year 1926-27 was laid before the Legislative Council at the March Session. On the 9th March the Government's proposals for the appropriation of revenues and other moneys, so far as they referred to votable expenditure, were submitted to the vote of the Council in the form of demands for grants. By a majority the Council rejected the whole demand under the following heads :—

Demand No.	Head.	Amount.
		Rs.
1	... 5—Land Revenue (Reserved)	... 27,13,500
2	... 6—Excise (Transferred)	... 17,78,300

By the casting vote of the President of the Council the following demand was also rejected entirely :—

Demand No.	Head.	Amount.
		Rs.
3	... 7—Stamps (Reserved)	... 2,44,000

2. The revenue under the three heads "Land Revenue", "Excise" and "Stamps" constitutes four-fifths of the total revenue of the province. If supplies are not forthcoming under these heads, it is certain that the greater portion of the Provincial revenue will remain uncollected, and it will become impossible to carry out the other services for which supplies have been voted. Moreover excise control will disappear, and a severe blow will be struck at the temperance policy which the Government with the assent hitherto of the Legislative Council has been pursuing. Further without provision for stamps the life blood of all business, commercial and legal, throughout the province will be drained dry. Government have considered whether they cannot again submit the demands to the Council, as suggested by the Hon'ble the President in the case of that for Stamps, but this course is barred during the present session by Standing Order No. 28 which lays down that a motion must not raise a question substantially identical with one on which the Council has given a decision in the same session. It would not be practicable to wait for supplies until the next session even if there was a certainty that they would be granted. A situation calling for the exercise by His Excellency the Governor of his reserve powers under section 72-D (2) of the Government of India Act has thus arisen.

3. His Excellency the Governor regrets that he should again be compelled to bring into powers which he would have preferred not to use. He has carefully considered the items of expenditure falling under the three heads in dispute and in particular the items of new expenditure. In the case of the two reserved subjects, namely, Land Revenue and Stamps, he has decided to certify as essential to the discharge of his responsibility for the subjects the expenditure provided for by both demands with the exception of one item, namely :—

Land Revenue.	Amount.	
	Rs.	
Item No. 12 of new expenditure ...	19,404	... Appointment of additional temporary staff for the introduction of the single boundary mark system in Berar.

In the case of Excise he has decided that an emergency has arisen and has authorized as necessary for carrying on the department the expenditure provided for in the budget with the exception of one item of new

expenditure, namely, Rs. 330 for the conversion of the two posts of Excise Inspectors into District Excise Officers' posts.

ORDER.—Ordered that a copy of the Resolution be communicated to all Heads of Departments and Commissioners of Divisions, to all Departments of the Secretariat and to the Accountant General; and that it be published in the *Central Provinces Gazette*.

*Financial Secretary to Government,
Central Provinces.*

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 1.—Land Revenue (Reserved).

In accordance with the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the total demand for land revenue which was rejected by the Legislative Council in March 1926, the expenditure of Rs. 26,94,096 is essential to the discharge of my responsibility for the Land Revenue Administration.

MONTAGU BUTLER,

NAGPUR :
The 19th March 1926.

*Governor,
Central Provinces.*

**ORDER OF AUTHORIZATION UNDER SECTION 72-D (2),
PROVISIO (b), OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 2.—Excise (Transferred).

A demand for the grant of a sum of Rs. 17,78,300 under the head "Excise" was submitted on March 9th, 1926, to the vote of the Legislative Council, but the Legislative Council refused its assent thereto. There being no provision for carrying on the Excise Department after March 31st, 1926, an emergency has arisen. In my opinion an expenditure of Rs. 17,77,970 is necessary for carrying on the Excise Department. Therefore in pursuance of the power conferred on me by section 72-D (2), proviso (b), of the Government of India Act, I authorize the expenditure of the above stated amount of Rs. 17,77,970 under the head "Excise".

MONTAGU BUTLER,

NAGPUR :
The 19th March 1926.

*Governor,
Central Provinces.*

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 3.—Stamps (Reserved).

In accordance with the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that the expenditure of the whole sum, namely, Rs. 2,44,000, for which in March 1926, a demand under this head was presented to the Legislative Council and rejected, is essential to the discharge of my responsibility for the administration of Stamps.

MONTAGU BUTLER,

NAGPUR :
The 19th March 1926.

*Governor,
Central Provinces.*

In accordance with the provision of section 72-D of the Government of India Act, a statement of the revenue and expenditure of the province for the year 1927-28 was laid before the Legislative Council at the March Session. On the 8th March and subsequent days the Government's proposals for the appropriation of revenue and other moneys so far as they related to votable expenditure were submitted to the vote of the Council in the form of demands for grants. The Council made reductions amounting in all to Rs. 15,84,397 under various heads. Many of these reductions covered whole units of appropriation, and were made, not on the merits, but to indicate the views of the Council on questions of policy. In these cases the same result could have been achieved by carrying a token cut. Moreover several of the reductions were made under the closure system as applied in the Council without Government getting an opportunity to explain the position. In the circumstances His Excellency the Governor has had no choice but to bring into play his special powers to the extent set out in the following paragraphs.

2. The reduction of most importance was one of Rs. 9,51,139 out of the total demand of Rs. 29,42,700 under the head I-5—Land Revenue—Reserved. This sum included the whole of the votable provision, less Rs. 65,406, made under item No. 5-B—Land Revenue—Survey and Settlement. A few speakers in the Council wished to put a stop to all future enhancements of land revenue. The general trend of opinion, however, was that periodical resettlements were necessary, but that they should be undertaken only after Government had introduced a settlement bill, and the reductions made were in the form of a protest against what was alleged to be the difference of Government in this matter. It was pointed out by the Government speakers that the Central Provinces Government had actually introduced a bill in March 1923 and had abandoned it reluctantly only because the late Council had made it clear that it would agree to no Government legislation of any kind. Government had also put through the Berar Land Revenue Code and was now awaiting the orders of the Government of India on the principles contained in it. Directly they were received Government would take up afresh the question of legislation for the Central Provinces. It is not necessary for the purposes of this resolution to say nothing further on this point. Had a token cut been carried His Excellency the Governor would not have intervened in the matter. As it is the action of the Council, if allowed to pass, would result in throwing out of employment 445 Government servants, permanent or temporary, liability for whose pay for the month of March had already in part been incurred when the Council voted. Moreover the liability of Government would not be limited to this amount, as in no case could effect be given to the Council's decision without the lapse of at least a few weeks. The position is aggravated by the fact that over 100 members of the staff are entitled to three months' notice of termination of their services. It is also obvious that, if the trained settlement staff were disbanded, it would be difficult to assemble it again later on, and in any case there would be extra expense. In the circumstances His Excellency the Governor has decided that the proper course for him to pursue is to certify as essential to the discharge of his responsibility a sum sufficient to carry through the settlements which are in full swing, and to keep alive the machinery for those which are in their initial stages. He is advised that Rs. 6,50,000 will suffice for this purpose and has certified accordingly.

3. The Council also made a reduction of Rs. 1,06,267 under the head 8—Forest—Reserved. In this amount was included a sum of Rs. 19,250 on account of the pay and allowances of the whole of the establishment of the Chief Conservator of Forests. It was not contended that there was anything wrong with the provision made on its merits, nor was the position that the money had in part been earned met. The reduction was intended as an indication of the Council's opinion that the services of the Chief Conservator of Forests should be dispensed with. Here again His Excellency

the Governor is of opinion that a token cut would have sufficed. Much was made of the fact that the Retrenchment Committee of 1921-22 reported that the post of the Chief Conservator of Forests might be reduced. Then his functions were more those of an advisory officer. Now he has become the administrative head of his department, whilst the department itself has developed its commercial activities. *Prima facie* there is no reason why the forest department should be able to carry on without a head when other departments require one. In any case, so long as the Chief Conservator exists and the Local Government has no power to abolish his post off hand, he must have his establishment, and His Excellency the Governor has no choice but to certify the provision made for it.

4. Under the head 22—General Administration—Reserved the Council made a reduction of Rs. 2,17,502. Of this amount Rs. 1,42,699 was on account of the establishment, etc., of Commissioners. Here again the object of the Council was to record its opinion that Commissioners should be abolished, which could equally well have been done, and indeed was done, by a token cut of one rupee, which will not be interfered with. It has been decided by the Secretary of State that Commissioners as a class should be retained and Government is bound by this decision. So long as there are Commissioners they will need their offices. His Excellency the Governor has decided therefore to certify the whole of the amount reduced as essential to the discharge of his responsibility for the subject.

5. Under the head 26—Police—Reserved—A reduction of Rs. 5,410 has been made on account of the pay of a Deputy Superintendent of Police attached to the Criminal Investigation Department. The Criminal Investigation Department was turned down to a minimum by the Retrenchment Committee of 1921-22, and that Committee found that the post of Deputy Superintendent was necessary. Since then work has increased. His Excellency the Governor is satisfied that the post is necessary and has decided to certify the amount needed for it.

6. The remaining reductions made were either in the nature of token cuts, which will be considered by Government in due course, and need not be referred to in this resolution, or sums with respect to which His Excellency has decided that action is not necessary at the present juncture. It will always be open to Government to approach the Council afresh with supplementary demands if and when they are considered necessary. The upshot of the orders passed is that out of a total sum of Rs. 15,84,397 refused by the Council His Excellency the Governor has certified amounts totalling Rs. 8,17,859 as essential to the discharge of his responsibility.

ORDER.—Ordered that a copy of the resolution be communicated to all Heads of Departments and Commissioners of Divisions, to all Departments of the Secretariat and to the Accountant General; and that it be published in the *Central Provinces Gazette*.

H. C. GOWAN,

*Financial Secretary to Government,
Central Provinces.*

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 1.—Land Revenue (Reserved).

In accordance with the powers conferred by section 72-D (2), proviso (a), of the Government India Act, I certify that out of the reduction of Rs. 9,51,140 voted by the Legislative Council in Demand No. 1.—Land Revenue (Reserved), the expenditure of a sum of Rs. 6,50,000 is essential to the discharge of my responsibility for the Land Revenue Administration.

MONTAGU BUTLER,

*Governor,
Central Provinces.*

NAGPUR :
The 24th March 1927.

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 4.—Forest (Reserved).

In accordance with the powers conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 1,06,267 voted by the Legislative Council in Demand No. 4.—Forest (Reserved), the expenditure of a sum of Rs. 19,250 is essential to the discharge of my responsibility for the Administration of the Forest Department.

MONTAGU BUTLER,

NAGPUR :

Governor,

The 24th March 1927.

Central Provinces.

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 7.—General Administration (Reserved).

In accordance with the powers conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 2,11,502 voted by the Legislative Council in Demand No. 7.—General Administration (Reserved), the expenditure of a sum of Rs. 1,42,699 is essential to the discharge of my responsibility for the General Administration.

MONTAGU BUTLER,

NAGPUR :

Governor,

The 24th March 1927.

Central Provinces.

**CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.**

Demand No. 11.—Police (Reserved).

In accordance with the powers conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 45,910 voted by the Legislative Council in Demand No. 11.—Police (Reserved), the expenditure of a sum of Rs. 5,910 is essential to the discharge of my responsibility for the administration of the Police Department.

MONTAGU BUTLER,

NAGPUR :

Governor,

The 24th March 1927.

Central Provinces.

Resolution of the Government of the Central Provinces, Finance Department, Budget, No. 782-B-X,
dated Nagpur, the 16th March 1928.

In accordance with the provisions of section 72-D of the Government of India Act a statement of the revenue and expenditure of the province for the year 1928-29 was laid before the Legislative Council at the March Session. On the 8th March and subsequent days the Government's proposals for the appropriation of revenue and other moneys so far as they related to votable expenditure were submitted to the vote of the Council in the form of demands for grants.

2. Under the head "1-5—Land Revenue—Reserved" the Council made reduction amounting to Rs. 5,88,253 out of the total demand (voted) of Rs. 29,44,600. Of the sum reduced, Rs. 5,78,900 were in respect of the provisions under Detailed Account No. 5-B.—Land Revenue—Survey and Settlement for survey and settlement operations in the Akot taluq and in Mandla, Raipur, Bilaspur Khalsa, Bilaspur Zamindaris and Drug district. Under the item "Town Survey" a motion to omit a grant of Rs. 9,351 for the detailed survey and settlement of the nazul areas in the Balapur town of the Akola district was also carried.

If the reductions made by the Council were brought into effect, the result would be to arrest the settlement operations already nearing completion or in full swing in the Akot taluq of Berar and in Mandla, Raipur, Bilaspur Khalsa and Bilaspur Zamindaris. Also the undertaking of resettlement operations in Drug would not be possible. In the latter district map correction operations preparatory to resettlement commenced from July last; enquiries into conditions prevailing are in progress, and, so far as they have been made, reveal a position similar to that existing in Raipur and Bilaspur districts justifying resettlement.

In similar circumstances, as set forth in paragraph 2 of Finance Department Resolution No. 911-B-X, dated the 24th March 1927, and in Resolution No. 2114-B-X, dated the 17th August 1927, the demands reduced last year by the Council under the head "Survey and Settlement" were certified by the Governor. The argument in favour of last year's restoration apply with equal weight this year. The Governor has, therefore, decided to certify the sum of Rs. 5,78,900 as essential to the discharge of his responsibilities for the Land Revenue Administration. As regards the omission of the grant of Rs. 9,351 for the survey-settlement of Balapur town, the Governor does not propose to take any action.

3. Under the head "22—General Administration—Reserved" the Council made a reduction of Rs. 1,38,652. Of this amount, Rs. 1,37,650 was on account of the establishment, etc., of Commissioners. A similar reduction was made by the Council last year with the object of recording its opinion that Commissionerships should be abolished, which could equally well have been done by a token cut. Government has already announced in its Finance Department's Resolution of 24th March 1927 the decision of the Secretary of State that Commissioners as a class should be retained, and it is bound by this decision. So long as there are Commissioners they will need their offices. The Governor has decided therefore to certify the sum of Rs. 1,37,650 as essential to the discharge of his responsibility for the subject.

4. The demand under the head "24—Administration of Justice—Reserved" was Rs. 29,20,856. The amount voted by the Council was Rs. 27,95,654, which was Rs. 1,25,202 less than the total demand. If the token cuts, among which is included the sum of Rs. 3,600 reduced on account of the pay of Sub-Judges, are omitted, the items rejected by the Council were Rs. 36,000 on account of the pay of one Additional Judicial Commissioner and Rs. 85,000 on account of the Courts of the Honorary Magistrates. The first item was rejected in order to emphasise the claims of the Provincial Judicial Service to an appointment in the Court of the Judicial Commissioner. This could equally well have been done by means of a token cut. The statistics show an overwhelming necessity for the retention of a fifth Additional Judicial Commissioner and the Governor is satisfied that the post is necessary. He has therefore decided to certify the amount needed for it. The second item was rejected without discussion. So long as there are Honorary Magistrates, their courts must be properly staffed and equipped. The Governor has therefore certified an expenditure of a sum of Rs. 1,21,000 as essential to the discharge of his responsibility in the Judicial Department.

5. Under the head "26—Police—Reserved" the provision of Rs. 51,359, which was made on account of the increase in the special Reserved Force, has been reduced by the Legislative Council. It has been impressed upon Government for a number of years that the strength of this Force is dangerously low, but hitherto, in difference to the wishes of the Council, and with the need for economy in view, Government has refused to sanction an increase. The events of the past year have shown that the strengthening of the Force can no longer be postponed safely, and the Governor has accordingly certified the whole of the amount reduced, as essential to the discharge of his responsibility for the subject.

6. The Council also made several token cuts. Each of these will be considered by Government on its merits and orders passed in due course.

If the reductions made by the Council were brought into effect, the result would be to arrest the settlement operations already nearing completion or in full swing in the Akot taluq of Berar and in Mandla, Raipur, Bilaspur Khalsa and Bilaspur Zamindaris. Also the undertaking of resettlement operations in Drug would not be possible. In the latter district map correction operations preparatory to resettlement commenced from July last; enquiries into conditions prevailing are in progress, and, so far as they have been made, reveal a position similar to that existing in Raipur and Bilaspur districts justifying resettlement.

In similar circumstances, as set forth in paragraph 2 of Finance Department Resolution No. 911-B-X, dated the 24th March 1927, and in Resolution No. 2114-B-X, dated the 17th August 1927, the demands reduced last year by the Council under the head "Survey and Settlement" were certified by the Governor. The argument in favour of last year's restoration apply with equal weight this year. The Governor has, therefore, decided to certify the sum of Rs. 5,78,900 as essential to the discharge of his responsibilities for the Land Revenue Administration. As regards the omission of the grant of Rs. 9,351 for the survey-settlement of Balapur town, the Governor does not propose to take any action.

3. Under the head "22—General Administration—Reserved" the Council made a reduction of Rs. 1,38,652. Of this amount, Rs. 1,37,650 was on account of the establishment, etc., of Commissioners. A similar reduction was made by the Council last year with the object of recording its opinion that Commissionerships should be abolished, which could equally well have been done by a token cut. Government has already announced in its Finance Department's Resolution of 24th March 1927 the decision of the Secretary of State that Commissioners as a class should be retained, and it is bound by this decision. So long as there are Commissioners they will need their offices. The Governor has decided therefore to certify the sum of Rs. 1,37,650 as essential to the discharge of his responsibility for the subject.

4. The demand under the head "24—Administration of Justice—Reserved" was Rs. 29,20,856. The amount voted by the Council was Rs. 27,95,654, which was Rs. 1,25,202 less than the total demand. If the token cuts, among which is included the sum of Rs. 3,600 reduced on account of the pay of Sub-Judges, are omitted, the items rejected by the Council were Rs. 36,000 on account of the pay of one Additional Judicial Commissioner and Rs. 85,000 on account of the Courts of the Honorary Magistrates. The first item was rejected in order to emphasise the claims of the Provincial Judicial Service to an appointment in the Court of the Judicial Commissioner. This could equally well have been done by means of a token cut. The statistics show an overwhelming necessity for the retention of a fifth Additional Judicial Commissioner and the Governor is satisfied that the post is necessary. He has therefore decided to certify the amount needed for it. The second item was rejected without discussion. So long as there are Honorary Magistrates, their courts must be properly staffed and equipped. The Governor has therefore certified an expenditure of a sum of Rs. 1,21,000 as essential to the discharge of his responsibility in the Judicial Department.

5. Under the head "26—Police—Reserved" the provision of Rs. 51,359, which was made on account of the increase in the special Reserved Force, has been reduced by the Legislative Council. It has been impressed upon Government for a number of years that the strength of this Force is dangerously low, but hitherto, in difference to the wishes of the Council, and with the need for economy in view, Government has refused to sanction an increase. The events of the past year have shown that the strengthening of the Force can no longer be postponed safely, and the Governor has accordingly certified the whole of the amount reduced, as essential to the discharge of his responsibility for the subject.

6. The Council also made several token cuts. Each of these will be considered by Government on its merits and orders passed in due course.

ORDER.—Ordered that a copy of the resolution be communicated to all Heads of Departments and Commissioners of Divisions, to all Departments of the Secretariat and to the Accountant General; and that it be published in the *Central Provinces Gazette*.

B. N. DE.,
Financial Secretary to Government,
Central Provinces.

CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT

Demand No. 1.—Land Revenue (Reserved).

In accordance with the powers conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 5,88,253 voted by the Legislative Council in Demand No. 1—Land Revenue (Reserved), the expenditure of a sum of Rs. 5,78,900 is essential to the discharge of my responsibility for the Land Revenue Administration.

MONTAGU BUTLER,
Governor,
Central Provinces.
NAGPUR :
The 16th March 1928.

CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.

Demand No. 7.—General Administration (Reserved).

In accordance with the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 1,38,652 voted by the Legislative Council in Demand No. 7.—General Administration (Reserved), the expenditure of a sum of Rs. 1,37,650 is essential to the discharge of my responsibility for the General Administration.

MONTAGU BUTLER,
Governor,
Central Provinces.
NAGPUR :
The 16th March 1928.

CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.

Demand No. 9.—Administration of Justice (Reserved).

In accordance with the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 1,25,202 voted by the Legislative Council in Demand No. 9—Administration of Justice (Reserved), the expenditure of a sum of Rs. 1,12,000 is essential to the discharge of my responsibility for the Administration of Justice.

MONTAGU BUTLER,
Governor,
Central Provinces.
NAGPUR :
The 16th March 1928.

CERTIFICATE UNDER SECTION 72-D (2), PROVISIO (a),
OF THE GOVERNMENT OF INDIA ACT.

Demand No. 11.—Police (Reserved).

In accordance with the power conferred by section 72-D (2), proviso (a), of the Government of India Act, I certify that out of the reduction of Rs. 51,360 voted by the Legislative Council in Demand No. 11.—Police (Reserved), the expenditure of a sum of Rs. 51,359 is essential to the discharge of my responsibility for the Police Administration.

MONTAGU BUTLER,
Governor,
Central Provinces.
NAGPUR :
The 16th March 1928.

APPENDIX XIII.

APPENDIX XIII.

Statement showing the motions made to reduce items in the demands for the several grants.

[Referred to in paragraph 173.]

Major head.	1921-22.		1922-23.		1923-24.		1924-25.		1925-26.		1926-27.		1927-28.		1928-29.	
	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.	No. of cuts tabled.	No. of cuts passed.
<i>Reserved.</i>																
Land Revenue ...	21	2	21	4	27	2	...	...	8	3	18	...	62	14	17	9
Stamp ...	...	...	...	...	...	...	...	...	1	...	1	...	1	...	...	...
Forest ...	11	2	13	...	18	3	...	...	2	3	11	...	11	4	11	2
Irrigation ...	5	1	6	2	6	...	...	...	...	1	10	...	6	1	3	...
General Administration.	14	1	25	3	25	1	...	...	12	1	24	...	40	8	16	5
Administration of Justice.	5	...	8	...	11	1	...	...	3	...	9	...	8	2	13	7
Jails and Convict Settlements.	2	...	1	1	2	...	...	...	4	...	4	...	3	...	3	...
Police ...	7	...	10	1	30	3	...	...	4	...	19	...	15	2	10	2
Education ...	3	...	9	...	2	...	...	...	...	...	5	...	16	1	6	...
Industries ...	1	...	1	...	1	...	...	...	...	...	...	...	1	...	...	...
Miscellaneous Departments.	1	...	3	2	6	...	...	...	...	...	...	...	5	...	...	...
Civil Works ...	...	...	2	1	...	...	...	...	...	...	1	...	2	1	...	...
Famine Relief ...	...	...	...	...	...	...	...	...	...	...	2	...	...	...	...	...
Superannuation allowances.	...	...	...	...	1	...	...	...	...	...	1	...	2	...	...	...
Stationery and Printing.	...	...	4	...	1	...	...	...	2	...	1	...	4	...	...	...
Miscellaneous ...	...	...	...	...	...	...	...	...	...	...	5	...	2	...	...	...
Miscellaneous adjustments.	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...
Expenditure in England.	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	...
Loans and Advances.	...	...	1	...	1	...	...	...	...	...	...	...	2	1	...	...
Capital Outlay on Stationery and Printing.	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...

APPENDIX XIV.

Statement of Resolutions for retrenchment moved in the Legislative Council since 1921.

[Referred to in paragraph 183.]

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
1	Mr. N. A. Dravid... 28-1-21.	This Council recommends to Government that, pending the vote of the Council during the passage of the budget, the salaries paid to Ministers should not exceed Rs. 2,000 per mensem against the Statutory allowance of Rs. 4,600 per mensem.	48,000 per annum.	Carried.
2	Mr. M. R. Dixit ... 16-3-21.	That this Council recommends to the Government that a mixed committee of three non-officials and two officials be appointed to report on retrenchment in the present cost of Administration, which has already become expensive by the additional employment of officers due to the Reforms under the Government of India Act, 1919.	...	Withdrawn.
3	Mr. G. P. Jaiswal ... 3-8-21.	This Council requests the Governor in Council to recommend to the Governor General in Council that the post of Assistant Director of Public Instruction be combined with that of the Inspector of European Schools and Science with a view to cause economy.	...	Carried.
4	Mr. N. A. Dravid... 5-8-21.	This Council recommends to the Government that a committee consisting mainly of some senior experienced officials and one or two non-officials of this Council should be appointed to explore and suggest definite methods of effecting a retrenchment of, say 10 to 15 per cent in the total cost of provincial administration, supposing such a reduction were peremptorily to be ordered immediately in view of the financial exigencies of the present situation.	...	Withdrawn.
5	Mr. M. R. Dixit ...	This Council views with alarm the announcement made by the Right Hon'ble Mr. Montague in the House of Commons regarding the proposed increment in the salaries of the Imperial Services following so soon after the already handsome increases now in force and expresses its conviction that the province is unable to bear any extra taxation, in view of the succession	...	Carried.

Statement of Resolutions for retrenchment moved in the Legislative Council since 1921—contd.

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
	Mr. M. R. Dixit— <i>concl'd.</i>	of deficit budgets, and recommends to the Government to convey this resolution to His Majesty's Secretary of State for India and His Excellency the Viceroy		
6	Seth Sheolal 13-8-21.	... This Council recommends to the Government that since the expenditure of the Police Department has enormously increased, a committee be appointed to prepare a scheme for its reduction.	...	Withdrawn.
7	Mr. P. R. Deshpande 30-11-21.	This Council recommends the Government to abolish the posts of Assistant Inspectors of Schools with a view to cause economy.	..	Withdrawn.
8	Mr. K. G. Nandagaoli. 7-3-22.	This Council requests the Governor in Council to inform the Secretary of State through the Governor General in Council that from the 1st April 1922, officers of every department drawing more than Rs. 200 and up to Rs. 400 should not be given more than Rs. 200 and officers of every department drawing Rs. 400 or more should not be given more than half of their present pay.	...	Carried.
9	Mr. M. R. Dixit 8-3-22.	... This Council recommends to Government that the post of the Sanitary Engineer be abolished.	...	Withdrawn.
10	Do.	... Resolution recommending the abolition of the post of the Commissioner of Excise.	...	Withdrawn.
11	G. P. Jaiswal 8-3-22.	... This Council recommends to Government that early steps be taken to abolish the posts of:— (a) Superintending Engineers, Public Works Department, Buildings and Roads and Irrigation Branches.	...	Withdrawn.
12	9-3-22	... Resolution regarding the appointment of a Retrenchment Committee.	...	...
13	S. D. Deshpande 13-9-22.	... This Council recommends to the Government to urge upon the Government of India to meet the expenses of Railway Police and to relieve the Provincial Government of the charges.	...	Withdrawn.

Statement of Resolutions for retrenchment moved in the Legislative Council since 1921—contd.

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
14	Rao Sahib N. T. Khalatkar. 14-9-22.	This Council recommends to Government that with a view to cause economy in expenditure as also to facilitate work, 75 posts of Circle Inspectors of Police (those in tahsils) should be abolished.	...	Withdrawn.
15	Mr. M. R. Dixit ... 20-11-22.	It is extremely desirable to take steps to carry out the unanimous recommendations of the Retrenchment Committee as far as lies within the jurisdiction of the Local Government.	...	
16	M. P. Jaiswal ... 7-3-23.	This Council recommends to Government that early steps be taken to abolish the post of at least one Superintending Engineer (Irrigation Branch).	...	Carried.
17	Rao Sahib R. V. Mahajani. 7-3-23.	This Council recommends to Government to give immediate effect to the recommendations of the Retrenchment Committee contained in paragraphs 80, 81 and 87 of this report regarding the retrenchment to be effected in the Judicial Department and the remuneration of Law officers respectively.	...	Carried.
18	Mr. K. G. Nandagaoli. 9-3-23.	This Council requests the Government to take (early) steps for giving effect to the recommendations made by the Central Provinces Retrenchment Committee with effect from April 1923 regarding following reductions as stated in sections and paragraphs given below :— Paragraphs Nos. 35 to 38, 40, 42, 50, 57, 73, and 85—87.	Debate adjourned and not moved.	...
19	Mr. G. P. Jaiswal ... 6-8-23.	This Council recommends to Government that early steps be taken to abolish the post of at least one Superintending Engineer (Buildings and Roads Branch) and that the vacancy created on the retirement of the present Superintending Engineer, 2nd Circle, be not filled till the decision of such a recommendation.	...	Carried.
20	13-8-23 ...	This Council strongly recommends to Government to take immediate steps for the abolition or amalgamation of the following posts as recommended already by the	...	Last.

Statement of Resolutions for retrenchment moved in the Legislative Council since 1921—contd.

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
20	13-8-23—concl'd.	Retrenchment Committee in their report :— (i) abolition of the post of Chief Conservator of Forests; (ii) abolition of the post of one Ranger Deputy Inspector-General of Police; (iii) abolition of the post of Second Assistant to the Deputy Inspector-General in the Criminal Investigation Department; (iv) amalgamation of the post of Director of Public Health with that of Inspector-General of Civil Hospitals; (v) abolition of the post of Second Superintendent in the Veterinary Department; (vi) reduction in the number of Superintending Engineers in both the branches of the Public Works Department.		
21	Rao Sahib V. G. Kulkarni.	In view of the improved condition with respect to Jowar price which is prevailing during the last year, this Council strongly recommends to the Government that immediate steps should be taken to reduce the present monthly scale of the remuneration which is now paid to the working mahars in Berar from Rs. 10 to Rs. 8.	...	Withdrawn.
22	Mr. D. K. Kane 5-3-24.	This Council recommends to Government— (i) that the mahar and jaglia cess newly levied in Berar should never exceed the rate of 12 pies in a rupee of land revenue throughout the whole of Berar; (ii) that the name of the cess should be "the mahar cess" instead of the present name of "the mahar and jaglia cess" which is now given to it.	...	Carried.
23	Mr. K. P. Pande 5-3-24.	This Council recommends to the Government that the proposed amalgamation of the three offices of the Conservators of Forests and that of the Chief Conservator of Forests and the location of the combined	...	Carried.

Statement of Resolutions for retrenchment moved in the Legislative Council since 1921—concl'd.

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
23	Mr. K. P. Pande --concl'd.	offices thus amalgamated at Nagpur as recommended by the Retrenchment Committee be not given effect to, but instead, without removing the Conservators' offices to Nagpur, one of the post of Conservators be abolished and the Chief Conservator be placed in charge of the office thus vacated.		
24	Mr. K. P. Pande ... 5-3-24.	This Council recommends to His Excellency the Governor in Council that steps be taken to abolish the posts of Divisional Commissioners during the present financial year.	...	Carried.
25	Mr. M. P. Kolhe ... 23-3-27.	This Council recommends to the Government to take proper steps to abolish the posts of Divisional Commissioners in this province.	...	Withdrawn.
26	Rao Bahadur N. K. Kelkar. 11-8-27.	This Council recommends to the Government that the appointments of the Director of Public Health and the Inspector-General of Civil Hospitals be combined into a single appointment.	...	Carried.

APPENDIX XV.

Statement of Resolutions containing proposals for expenditure moved in the Legislative Council since 1921.

[Referred to in paragraph 153.]

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
1	Rao Sahib R. V. Mahajani. 27-1-21.	This Council recommends to the Government that orders may be issued to pay from the public revenues to the working mahars in Berar the amounts equivalent to the price of the unrecovered Baluta according to the prevailing market rate of <i>juari</i> by debiting the same against the respective occupants as suspended land revenue to be recovered next year.	Rs. No estimate of cost can be worked out.	Withdrawn.
2	Mr. R. R. Jayavant 3-3-21.	This Council recommends to the Government that the scale of salaries of women teachers in the vernacular schools for girls and the man teachers of the primary grades in the Government Vernacular Schools for boys be increased by at least Rs. 5 in each grade.	...	Carried.
3	Mr. M. R. Dixit ... 4-3-21.	This Council recommends to the Government that the rules governing the grant of travelling allowances and hill allowances to the clerks and chaprassies who are taken to Pachmarhi be revised, and that the following be included in the main in these rules :— (i) Clerks receiving salary of Rs. 100 per month and below :— (A) Travelling allowance— (i) By rail, double fair for self and single fair for family (not exceeding four); (ii) by road, mileage according to Civil Service Regulations for self and cost of hire of one cart for family. (B) Hill allowance— 50 per cent of salary subject to a maximum of Rs 40. (II) Clerks receiving salary above Rs. 100 a month. (A) Travelling allowance— (i) by rail, double fair for self and single fair for family (not exceeding four); (ii) by road, mileage according to Civil Service Regulations for self and cost of hire of one cart for family. (B) Hill allowance— 40 per cent of salary subject to a maximum of Rs. 60.	...	Withdrawn.

*Statement of Resolutions containing proposals for expenditure moved in the
Legislative Council since 1921—contd.*

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
3	Mr. M. R. Dixit— concl'd.	(III) Chaprassies— (A) Travelling allowance— (i) by rail, single fair for self and fair for family members (not exceeding three). (ii) by road, cost of hire of one cart. (B) Hill allowance— Annas 4 a day.	...	Withdrawn.
4	Mr. M. R. Dixit ... 15-3-21.	This Council recommends to the Government that a Committee consisting of officials and representatives of Clerks be appointed to enquire into and submit its recommendations to the Government on the following points :— (a) revision of the scale and grades of pay, (b) sufficiency of the staff of various offices.	...	Carried
5	Mr. G. P. Jaiswal... 16-3-21.	This Council recommends to Government that steps be early taken to establish— (a) Ayurvedic School, either at Jubbulpore or at Nagpur; and (b) Charitable Ayurvedic Dispensaries at Chhattisgarh Centres in the rural areas of the province.	...	Withdrawn.
6	Mr. B. P. Pachory 2-8-21.	This Council recommends to the Government that having regard to the inadequacy of the resources at the disposal of the local bodies in the Central Provinces and Berar for the efficient performance of their duties, a two annas share of the land revenue and a two anna share of the excise revenue be assigned to them and these assignments of revenue be supplemented by further grants from time to time.	...	Lost.
7	Mr. Anandi Prasad 6-8-21.	This Council recommends to the Government that stationery and postage stamps should be provided to Councillors for the sake of correspondence in official matters.	...	Withdrawn.
8	Rao Sahib R. V. Mahajani. 6-8-21.	This Council recommends to the Government that subsidies be given to the local bodies or recognized temperance associations for carrying on temperance propaganda with a view to eradicate drink evil.	...	Carried.

*Statement of Resolutions containing proposals for expenditure moved in the
Legislative Council since 1921—contd.*

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
9	Rao Sahib R. V. Mahajani. 12-8-21.	This Council recommends to the Government that steps be taken immediately to erect quarters at Nagpur at as low a cost as possible, for the use of the mofussil members of the Legislative Council during their stay at Nagpur for Council work.	...	Withdrawn.
10	Mr. Anandi Prasad 12-8-21.	This Council recommends to the Government that the pay of Kotwars in the Central Provinces and Berar may be paid according to the scale of pay of a Police Constable to exact good work from them.	..	Withdrawn.
11	Rao Sahib R. V. Mahajani. 28-11-21.	This Council recommends to Government that they be pleased to represent to the Government of India the necessity of ruling that in the case of teachers in vernacular schools their whole service as teachers be recognized as superior for purposes of pension even if it be on a salary of less than Rs. 12.	...	Withdrawn.
12	Rao Sahib R. V. Mahajani. 29-11-21.	With a view to allay the feeling of discontent amongst Government servants as a result of great hardship caused by the high prices of necessities of life prevailing in Berar and in the dear district of Central Provinces this Council recommends to Government that a dear districts allowance be granted to all Government servants in the Subordinate and Ministerial Service serving in those parts of the province in accordance with the following scales :— Rs. 15 for all Government servants in "superior" service getting less than Rs. 60 per mensem; Rs. 25 for those whose pay ranges from Rs. 60 to Rs. 150 per mensem; Rs. 35 for those whose pay ranges from Rs. 150 to Rs. 300 per mensem.	...	Lost.
13	Mr. P. R. Deshpande. 1-12-21.	This Council recommends that in order to bring the scale of pay of the Civil Surgeons selected from the Provincial Service men on a par with that paid in other provinces :— (i) the maximum be raised to Rs. 900 instead of Rs. 800 as at present,	...	Withdrawn.

*Statement of Resolutions containing proposals for expenditure moved in the
Legislative Council since 1921—contd.*

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
	Mr. P. R. Deshpande— <i>concl'd.</i>	(ii) the annual increment be raised to Rs. 50 from Rs. 25 of the present time; and (iii) the selection grade should carry a salary of Rs. 1,000 at once instead of the present one of Rs. 830 rising to Rs. 1,000 in four years.	Rs. ...	Withdrawn.
14	Seth Mojilal 8-3-22.	... This Council recommends to Government that the pay of the Extra-Assistant Commissioners in this province be so fixed as to make it identical with that sanctioned for Madras.	..	Withdrawn.
15	Nawab Mir Mehdi Ali Khan. 13-9-22.	This Council recommends to Government— (a) that parties to whom compensation of costs have been awarded should not be obliged to attend Courts or the treasury, but their amount should be sent to them by money order; (v) that if any party getting an award of compensation or costs does not receive notice of appeal from the Deputy Commissioner within two months from the date of the judgment, the party must get the amount awarded to him by money order.	...	Withdrawn.
16	Rao Sahib N. T. Khalatkar. 14-9-22.	This Council recommends to Government that assessors in the Sessions Court should be given five rupees a day as allowance for this attendance, and, in case they come from outside the station, they should also be given second class railway fare or second class mileage allowance.	...	Withdrawn.
17	Mr. Anandi Prasad 15-9-22.	This Council recommends to Government that no lodging fee be charged from Councillors when they visit Nagpur on duty.	...	Carried.
18	Mr. W. Pasley 15-9-22.	... This Council recommends to His Excellency the Governor in Council that he may be pleased to consider favourably the claims of civil pensioners for an enhancement of pensions, and that he will be pleased to appoint a Committee from the members of this House to enquire into and report to what extent enhancement should be given to pensions drawn by Civil pensioners,	...	Lost.

*Statement of Resolutions containing proposals for expenditure moved in the
Legislative Council since 1921—contd.*

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
	Mr. W. Pasley— <i>concl'd.</i>	especially the class drawing an annual pension from Rs. 540 to Rs. 3,600 per annum.	Rs. ...	Lost.
19	Seth Sheolal 16-9-22.	... This Council recommends to Government that the translation fees charged for vernacular papers in appeals filed in the Court of the Judicial Commissioner should not be levied from the parties.	...	Carried.
20	Mr. K. G. Nanda- gaoli. 16-9-22.	This Council recommends to Government that the amount remaining after deducting the expenditure from the income of the Excise Department should be utilized in imparting free and compulsory primary education.	...	Withdrawn.
21	Mr. S. Richhariya... 7-3-23.	This Council recommends to Government that the special allowance of clerks of all Departments be not reduced or stopped till the Retrenchment Committee's recommendations are well considered by the Council and brought into effect.	...	Withdrawn.
22	Rao Sahib V. G. Kulkarni. 6-8-23.	In view of the pressing duties of various kinds entrusted to the patels and patwaris in Berar and also considering the prevailing cost required for the necessities of life, especially for maintaining their dignity in the village as village officers, this Council recommends to the Government that immediate steps should be taken to double the present rate of their annual remuneration.	...	Withdrawn.
23	T. S. Korde 6-8-23.	... This Council recommends to Government that the remuneration of patels in Berar should be increased so as to be sufficient at least for their maintenance.	...	Withdrawn.
24	Mr. Anandi Prasad 10-8-23.	The recommendations of the Council to Government are that the pay of the Central Provinces and Berar Police may be increased to produce contentment in the department as follows:— Constables from Rs. 30 to Rs. 45. Head Constables from Rs. 50 to Rs. 75; Sub-Inspector from Rs. 100 to 250; Circle and Reserve Inspectors from Rs. 300 to Rs. 500.	...	Lost.

*Statement of Resolutions containing proposals for expenditure moved in the
Legislative Council since 1921—contd.*

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
25	Mr. Anandi Prasad 10-8-23.	This Council recommends to Government that those members of the Legislative Council who can afford to work gratis should work gratis for the cause of the country but those who cannot should get Rs. 100 a month plus travelling allowance which they would forfeit if they fail to attend the Council sitting without a reasonable cause.	Rs. ...	Withdrawn.
26	Rao Bahadur R. V. Mahajani. 13-8-23.	This Council recommends to His Excellency the Governor to appoint at an early date a joint Financial Secretary for this province as contemplated by Devolution Rule 36 (b).	...	Withdrawn.
27	Mr. C. B. Parakh ... 14-8-23.	This Council recommends to the Government (the Hon'ble member in charge of Medical Department) that the pay of the Sub-Assistant Surgeons in the Central Provinces and Berar should be brought in a line with the pay received by the members of the same service in Madras, Bengal, United Provinces or Assam.	...	Lost.
28	Mr. G. A. Gawai ... 5-3-24.	This Council recommends to Government that the pay of Kamdar, mahars of Berar should be fixed at a minimum of Rs. 10 per mensem and it should be increased to a maximum of Rs. 12 per mensem if prices rise.	...	Lost.
29	Mr. T. S. Korde ... 5-3-24.	In view of the great water scarcity in Berar and a few districts of the Central Provinces, owing to the uncertain, untimely and deficient rainfall for many a past year in our provinces, this Council recommends to Government that some boring machines be immediately purchased and supplied for the use of the general public.	...	Carried.
30	Mr. S. N. Katangale 19-3-25.	This Council recommends to His Excellency the Governor in Council— (a) that the pay of the kotwal in the Central Provinces be fixed and brought on the same scale as the pay of the kotwal in Berar; (b) that if it is not feasible to introduce this system in the whole of the Central Provinces at least a beginning should be made by giving effect to it in the Nagpur Division.	...	Lost.

*Statement of Resolutions containing proposals for expenditure moved in the
Legislative Council since 1921.—concl'd.*

Serial No.	By whom and when moved.	Text of the Resolutions.	Amount involved.	Remarks.
			Rs.	
31	Mr. K. P. Vaidya ... 5-8-25.	This Council recommends to Government that the scale of pay of tahsil clerks be immediately brought in line with that of the Deputy Commissioner's office clerks and that they should be placed on combined list for pay and promotion.	...	Carried.
32	Md. Masud Khan ... 5-8-25.	This Council recommends to the Governor in Council that the remuneration of village Kotwars in Central Provinces be made charge on the provincial revenues and the present liability on the Agricultural classes be removed.	...	Carried.
33	Mr. G. R. Joshi ... 6-8-25.	This Council recommends to the Government that the pay of Assistant Medical Officers (Subordinate Medical Service) in this province should be raised to Rs. 75—200 so as to correspond with the pay drawn by the members of the said service in certain other provinces.	...	Lost.
34	Mr. Y. M. Kale ... 6-8-25.	This Council recommends to Government that the rule of one-half grant should be further liberalized by raising it to two-thirds of the increased expenditure of local bodies on compulsory education.	...	Withdrawn.
35	Thakur Chhedilal ... 24-1-28.	This Council recommends to the Governor in Council to take immediate steps to have the Judicial function of the Government separated from the Executive functions and in order to bring about complete separation of these functions it may provide a sum of 9 lakhs of rupees.	...	Carried.

APPENDIX XVI.

Statement showing the distribution of divisible Revenue and Expenditure between the Central Provinces and Berar.

[Referred to in paragraph 195.]

(Figures are in thousands of rupees.)

Years.	Central Provinces.	Berar.	Total.	Percentage of total revenue as between Central Provinces and Berar.
REVENUE.				
1923-24	2,66,45	1,83,04	4,49,49	C. P. 59% Berar 51%
1924-25	2,63,65	1,80,91	4,44,56	„ 59% „ 41%
1925-26	2,74,23	2,02,63	4,76,86	„ 57% „ 43%
1926-27	2,82,16	1,90,53	4,72,69	„ 59% „ 41%
1927-28	2,78,89	1,77,96	4,56,85	„ 61% „ 39%
1928-29	2,74,20	1,67,83	4,42,03	„ 62% „ 38%
EXPENDITURE.				
1923-24	90,95	33,92	1,24,87	C. P. 72% Berar 28%
1924-25	92,35	38,46	1,30,81	„ 70% „ 30%
1925-26	96,72	39,74	1,36,46	„ 70% „ 30%
1926-27	1,08,97	66,50	1,75,47	„ 62% „ 38%
1927-28	1,00,59	61,23	1,61,82	„ 62% „ 38%
1928-29	1,12,84	69,15	1,82,00	„ 62% „ 38%

APPENDIX XVII.

[Referred to in paragraph 241.]

Copy of letter No. C-719-1790-IV, dated the 26th May 1926, from the Chief Secretary to Government, Central Provinces, General Administration Department, to all Commissioners of Divisions, and all Deputy Commissioners, Central Provinces and Berar.

SUBJECT.—*Hindu-Muslim dispute at Akola.*

I am directed to forward a copy of my letter No. 598-1790-IV, dated the 25th March 1926, which embodies the orders of Government passed on the subject of the playing of music in Akola by Hindu processions when passing before mosques.

I am to say that these orders were framed to meet a definite situation which had arisen in Akola and have reference to the conditions obtaining in that place. They enunciate, however, certain general principles which will be useful in guiding the action of local officers in the event of similar disputes arising; but in applying these principles the circumstances of each case, with reference to local sentiment and practice, must be taken into consideration.

Copy of letter No. 598-1790-IV, dated Nagpur, the 25th March 1926, from the Chief Secretary to Government, Central Provinces, to the Commissioner, Berar.

SUBJECT.—*Hindu-Muslim dispute at Akola.*

I am directed to address you on the subject of the dispute between the Hindus and Muhammadans at Akola, and to request that a copy of this letter, which need not be treated as confidential, be given to the leaders of the two deputations which waited on the Governor in Council on the subject.

2 Since 1924 differences have arisen in Akola city between the two communities over the claims of Hindu procession to play music when passing mosques. On the occasion of the Ganpati procession in September of that year acute friction occurred and the district authorities issued orders forbidding music for that occasion within certain prescribed limits, but recorded that the orders were not to be regarded as a precedent. It was hoped that the dispute would be settled by agreement before the next year, but the negotiations failed. At the Ganpati festival of 1925, there was again a clear danger of violence, and in August, the District Superintendent of Police issued an order under section 30 of the Police Act requiring all persons desiring to take out their Ganpati processions to apply for a licence. On the 30th of August, on such an application being made, the District Superintendent of Police required music to be stopped for a certain distance near each mosque on the proposed road. The Hindus regarded this order as an encroachment on their rights and did not take out the Ganpati procession in question.

3. The Muhammadans had pressed their views on the subject of music to the extent of including among musical instruments *tipri*, i.e., plain wooden sticks which are struck together. The district authorities, when faced with the question, decided that the use of *tipri* was permissible and on the 28th of September, the District Magistrate issued an order under section 144 of the Criminal Procedure Code directing the Muhammadans not to interfere with processions which used these *tipri* on the following day. This order was challenged by a Muhammadan in the Court of the Judicial Commissioner, but the Additional Judicial Commissioner rejected the application for revision and declined to fetter the discretion of the District Magistrate in any way. On the 24th October, the procession using *tipri* took place under strong police protection.

4. Meanwhile the Hindus by means of Satyagraha went daily through the form of defying the local authorities in regard to playing of music, while a mutual boycott was practised by the Hindus and Muhammadans. The district authorities tried to keep the situation in hand by special police arrangements and by issuing orders under the Police Act and Criminal Procedure Code; but on the 26th of October the growing ill-feeling resulted in riots, in which several people were hurt. Intense public anxiety then prevailed for some days, but gradually subsided. Other occasions of dispute arose from time to time, but any fresh outbreak of violence was successfully prevented. Meanwhile the orders forbidding music near mosques remained in force

5. On the 17th of September 1925, the Hindu Sabha at Akola sent a memorial to the local Government asking that the police orders prohibiting music should be superseded and that the Hindus should receive full protection when conducting their annual Ganpati processions with the appropriate observances past mosques. On the 9th of November, an elected deputation of Muhammadans presented a memorial to the effect that no orders should be issued which would tend to destroy the ancient custom of stopping music before mosques. On the same day, the Governor in Council received deputations from both the communities. As a result of the discussion it seemed possible that the dispute might be settled by mutual agreement, and under instructions from Government attempts were made by the district authorities to secure this result, but the negotiations again failed. On the 14th of March 1926, the Governor in Council again received the two deputations. The Hindus put in a short additional statement and both parties presented their cases. It was finally ascertained that the parties could not come to an agreement among themselves on the points at issue, while a proposal for a reference of the particular dispute in question to arbitration failed. It remained, therefore, for Government to decide whether the orders passed by the local authorities for the preservation of law and order were based on a correct decision on the conflicting views of the two parties, or whether they required any modification in the light of the case now formally placed before Government by the leaders on each side.

6. The case for the Hindus, as stated in their memorial, was that in the public worship of Ganpati, the Hindu processions, while passing recognized public mosques, had always been accustomed to play soft music, and that they limited themselves to soft, instead of loud, music in deference to the religious feelings of the Muhammadans, rather than owing to the validity of any custom or usage. They claimed that in law the worshippers in a mosque cannot compel processionists to intermit their music. They asserted that at the Ganpati festival of 1925 the district authorities had received timely intimation of the Hindus' claim and it was their duty to secure the passage of the procession without molestation, not to suppress the rights of the Hindus.

7. The case stated in the Muhammadans' memorial was that Ganpati processions were unknown in Berar till about 1907, and were not accompanied by music till about 1923. Their present form, and their popularity among Hindus, were largely due to a feeling of hostility to Muhammadans. Other Hindu processions used to have little or no music, and music was not regarded as essential to them. The stopping of music before mosques was an old established custom throughout Berar, and even in territories which had never been under Muhammadan rule. Music is *haram*. Its deliberate performance before mosques not only interrupts prayers, but interferes with the canons of Islam. The memorial urged that, even if the Hindus had a civil right, it could not override that confirmation of religious usage which was stated in Queen Victoria's Proclamation of 1858; or the clear commandments of Islamic faith; or the treaty by which the administration of Berar was handed over to the British Government; that treaty requiring respect for such privileges as had been conferred on the people by the Rulers of Hyderabad from time to time.

8. The negotiations which the district authorities conducted at Akola revealed other difficulties, not mentioned in the memorials, which tended to prevent settlement by consent. The parties wanted to provide for other processions and other mosques, besides those originally in question. They raised a special point about persons who live in houses close to mosques. The Hindus maintained that such persons needed to have music directly outside their houses on certain occasions, that this right had never been disputed, and ought not to be affirmed. The Muhammadans denied both the existence and the feasibility of such a custom. The Muhammadans defined their claims in regard to the space over which music should be stopped; asking that it should be limited to a point beyond a radius of 40 paces, *i e.*, about 33 yards, from the premises of a mosque.

9. The local Government considers that in the case of disputes of this kind, while a settlement by consent may well be expected to cover the whole field of contention, a decision imposed on conflicting parties by an external authority for executive purposes, though based on general principles, should be limited to the points which definitely require orders. It proposes, therefore, to set out briefly the principles which should govern any decision in disputes of this nature and to show generally the application of these principles to the particular case under consideration.

10. In matters of religion Government maintains an attitude of strict neutrality, but while sympathising with the natural desire of each party to perform their religious obligations without interference or annoyance. Government must, where the demands of religion come in conflict with civil right, aim primarily at upholding the common rights of the individual. The complicated circumstances under which the thoroughfares are used by the public, and especially by processions, may give rise to occasions on which the common right has temporarily to be superseded by the use of the emergency powers of the local authorities. But such emergencies do not imply any permanent denial of individual rights. The rights of the individual, when

using a public street, are described in various judicial rulings and in the Privy Council ruling reported in Indian Law Report 47, Allahabad, page 155. In a general way no civil restriction on the use of a thoroughfare arises from the existence beside it of any place of worship. Government has considered the contention of the Muhammadans that in Berar they are in the enjoyment of special rights involving a limitation of the religious customs of their Hindu fellow citizens, and that previous usage is in their favour, Berar having been for a long time under Muhammadan administration. Government cannot uphold this contention until its validity has been established by judicial authority. Ordinarily no person has a right to obstruct others when making lawful use of a public street, and alleged customs which are contrary to the principles of religious impartiality, maintained by Government, cannot be admitted until they are legally established. At the same time Government recognizes that Muhammadans should have the opportunity to perform their religious observances so far as possible undisturbed. For example, in the case of certain mosques, especially those of an old established character, it may be reasonable and right that there should be restrictions on the playing of music by other communities, whether in respect of hour, proximity or volume. Such restrictions which may vary according to the circumstances of time and place must, however, be limited to securing on the part of the public and individuals as much consideration as should be given by men of sense and good feeling without unreasonable sacrifice to a party whose religious susceptibilities would otherwise be unduly offended.

11. Government recognizes that orders issued to meet an emergency are not necessarily intended as a permanent solution of the situation, while its present instructions are themselves subject to such more final pronouncement on the respective claims of the parties as may be obtained from the judicial courts by consent or by legislation. The orders passed by the local authorities regarding the Ganpati procession of 1925 were effective for the purpose for which they were issued, and Government sees no reason to question their propriety. But the situation has now altered, and it is possible to consider it in a calmer atmosphere. Government has no intention of usurping the functions of the local authorities by formulating instructions on matters of detail. It considers that arrangements should be made to allow the Ganpati processions to pass to their destination without being compelled to break off their music—beyond what may be considered necessary to give effect to the principles already stated. Orders issued with these objects and based on the principles enunciated will receive Government support.

12. Government deeply regrets that the uncompromising attitude of the parties has rendered impossible a settlement of this dispute by mutual agreement. It recognizes that the definition of the attitude of the executive in regard to disputes of this nature, which has now been given contains no permanent solution of the conflict of views which underlies the situation, and that such a solution can only be arrived at either by the substitution for the present attitude of antagonism of a spirit of conciliation and good will, or by such a reference to the courts of law or such legislation as shall definitely and finally determine the specific rights of each party in respect of the claims which they represent. Government appeals to both parties to sink their animosities and to work together for the common good.

13. In conclusion, I am to say that Government has appreciated greatly all the efforts made by yourself and Mr. Brown, the Deputy Commissioner, and Messrs. White, Armstrong and Rachpal Singh, respectively, as Deputy Inspector-General and District Superintendent of Police, to effect an amicable settlement of this troublesome case, and I am to ask that Mr. Brown may be informed accordingly. A copy of this letter is being sent to Inspector-General of Police for the information of the three police officers.

APPENDIX XVIII.

Statement showing the Revenue and receipts of the Government of the Central Provinces from the year 1921-22 to 1926-27 and estimates for 1927-28 and 1928-29.

[Referred to in paragraph 253.]

Major head of revenue.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26..	1926-27	1927-28. (Revised).	1928-29. (Budget).
1	2	3	4	5	6	7	8	9
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
II.—Taxes on Income ...	9,68,367	1,48,790	3,41,858	2,30,522	1,35,687	2,17,893	1,04,000	1,62,000
V.—Land Revenue ...	2,64,92,414	2,55,44,664	2,38,43,949	2,25,72,027	2,21,38,010	2,32,87,682	2,45,55,000	2,38,20,000
VI.—Excise ...	1,04,90,212	1,25,74,984	1,30,73,000	1,50,43,703	1,56,57,415	1,35,45,189	1,25,60,000	1,30,07,000
VII.—Stamps ...	50,21,563	58,25,252	67,27,651	68,34,340	71,05,191	61,45,040	65,47,000	66,46,000
VIII.—Forest ...	41,33,693	47,06,979	51,04,930	52,32,632	49,87,409	53,21,376	63,50,000	57,95,000
IX.—Registration ...	6,44,252	6,82,849	6,61,817	6,78,535	6,66,047	6,47,515	6,51,000	6,68,000
XIII.—Irrigation Works for which capital accounts are kept.	3,75,622	62,925	27,639	—34,244	—41,989	32,518	—1,62,000	—82,000
XIV.—Irrigation Works for which no capital accounts are kept.	94,025	1,22,139	1,35,163	1,24,993	1,34,199	1,59,458	1,56,000	1,64,000
XVI.—Interest ...	3,96,318	8,19,478	5,14,111	3,30,303	2,72,125	2,48,685	3,68,000	2,92,000
XVII.—Administration of Justice ...	3,65,509	4,67,922	5,05,438	5,66,959	6,52,554	5,94,102	6,50,000	4,92,000
XVIII.—Jails and Convict Settlements.	2,26,616	2,10,677	2,43,617	2,87,959	3,26,396	3,72,591	3,83,000	3,82,000
XIX.—Police ...	24,784	3,32,287	1,64,971	1,87,820	1,06,943	63,449	64,000	2,05,000
XXI.—Education ...	2,47,002	2,73,513	3,87,985	4,75,587	4,82,816	5,01,462	5,37,000	5,34,000
XXII.—Medical ...	13,591	76,584	1,30,870	1,04,282	70,133	56,119	59,000	65,000
XXIII.—Public Health ...	63,440	51,270	1,19,220	61,178	95,176	67,542	67,000	61,000
XXIV.—Agriculture ...	2,47,038	2,74,293	2,85,395	3,29,515	2,71,524	2,80,171	3,04,000	3,66,000
XXV.—Industries ...	32,697	33,451	27,448	19,897	13,966	16,540	52,000	44,000
XXVI.—Miscellaneous Departments	28,500	30,829	34,019	68,637	65,027	63,438	68,000	67,000
XXX.—Civil Works ...	4,02,736	4,06,362	4,62,209	4,47,291	4,76,216	5,10,444	5,40,000	5,10,000
XXXII.—Transfers from Famine Insurance Fund.	3,235	...	...	...	...	...	14,72,000	11,81,000
XXXIII.—Receipts in aid of Superannuation.	4,58,104	4,89,205	5,64,877	5,30,761	2,80,027	2,01,744	1,26,000	1,28,000
XXXIV.—Stationery and Printing ...	74,053	72,810	74,166	47,542	72,327	76,393	81,000	77,000
XXXV.—Miscellaneous ...	2,76,453	5,77,992	4,60,674	6,18,682	6,02,900	4,89,288	3,84,000	4,23,000
XXXIX-A.—Miscellaneous adjustments between the Central and Provincial Governments.	...	...	24,323	32,246	2,23,835	7,419	27,000	...
XL.—Extraordinary receipts ...	...	...	...	...	45,195	45,212	48,000	53,000
Total Provincial Revenue ..	5,03,28,980	5,37,85,255	5,39,15,330	5,47,91,167	5,48,39,134	5,29,50,970	5,46,91,000	5,53,65,000
Debt Heads.								
Famine Insurance Fund ...	3,235	35,35,211	45,61,970	44,30,806	42,36,447	46,05,795	29,59,000	15,96,000
Appropriation for reduction or avoidance of debt.	...	...	1,28,635	2,21,256	3,13,232	3,06,100	3,42,000	4,05,000
Sinking Fund for Loans granted to Local Bodies.	2,685	290	...	296	307	318	500	400
Depreciation Fund for Government Presses.	...	...	...	...	28,974	33,143	33,500	35,000
Depreciation Fund for Forest Tramway.	...	...	...	...	...	...	59,000	...
Loans and Advances by Provincial Governments.	36,54,719	57,28,164	33,02,870	22,80,715	11,98,104	7,32,133	10,87,000	7,45,600
Advances from Provincial Loans Funds and Government of India.	47,22,500	29,25,000	30,70,060	26,50,000	13,00,000	32,00,000	81,51,000	31,56,000
Government Account ...	...	...	...	...	...	...	71,000	...
Total Deposits and Advances ...	83,83,139	1,21,88,665	1,10,63,475	95,83,073	70,77,064	88,77,489	1,27,03,000	59,38,000
Total Revenue and Receipts ..	5,87,12,119	6,59,73,920	6,49,78,805	6,43,74,240	6,19,16,198	6,18,28,459	6,73,94,000	6,13,03,000
Opening Balance... { Ordinary ...	51,02,683	33,409	46,98,589	1,00,16,334	1,31,12,666	77,86,859	10,000	47,30,000
{ Famine Insur- { ance Fund.	...	...	30,63,715	72,27,283	1,13,62,066	1,51,48,740	1,87,40,000	1,79,02,000
GRAND TOTAL ...	6,38,14,802	6,60,07,329	7,27,41,109	8,16,17,857	8,63,90,930	8,47,64,053	8,61,44,000	8,39,35,000

APPENDIX XIX.

Statement showing the Expenditure and disbursements of the Government of the Central Provinces

[Referred to in

Major head of expenditure.	1921-22.		
	Non-voted	Voted	Total.
1	2	3	4
	Rs.	Rs.	Rs.
<i>Reserved Heads.</i>			
2—Taxes on Income...	51,170	...	51,170
5—Land Revenue ...	45,974	37,42,203	37,87,177
7—Stamps ...	...	1,52,760	1,52,760
8 & 8-A—Forest ...	2,71,693	25,18,297	27,84,990
14—Interest on works for which Capital Accounts are kept ...	15,08,681	1,67,247	16,75,928
15—Other revenue expenditure financed from ordinary revenue.	73,561	3,75,005	4,48,566
15 (i) Other revenue expenditure financed from Famine Insurance Grants.	...	...	...
16—Construction of Irrigation Works, etc.—			
(A) Financed from Famine Insurance Grant ...	35,565	7,37,049	7,72,614
(B) Financed from ordinary revenue ...	51,264	10,58,251	11,09,515
19—Interest on ordinary Debt ...	3,95,338	...	3,95,338
21—Reduction or Avoidance of Debt ...	...	...	...
22—General Administration—Reserved ...	13,23,128	37,16,759	50,39,887
24—Administration of Justice ...	4,77,541	26,73,697	31,51,238
25—Jails and Convict Settlements ...	56,987	10,30,831	10,87,818
26—Police ...	5,33,846	52,66,197	58,00,043
31—Education—Reserved ...	2,828	1,48,031	1,50,859
35—Industries—Reserved ...	1,326	15,356	16,682
37—Miscellaneous Departments ...	...	51,134	51,134
41—Civil Works ...	...	21,333	21,333
42—Famine Relief and Insurance—			
(A) Famine Relief ...	...	39,56,621	39,56,621
(B) Transfers to Famine Insurance Fund ...	...	...	...
45—Superannuation allowances and pensions ...	1,70,952	14,97,170	16,68,122
46—Stationery and Printing ...	...	6,31,250	6,31,250
47—Miscellaneous ...	5,954	1,40,840	1,46,794
51—Contributions ...	31,03,300	...	31,03,300
51-A—Miscellaneous Adjustments ...	...	37,801	37,801
Total Provincial Expenditure (Reserved)	81,08,108	2,79,32,832	3,60,40,940
<i>Transferred Heads.</i>			
6—Excise ...	31,413	7,52,832	7,84,245
9—Registration ...	...	2,53,661	2,53,661
22—General Administration—Transferred ...	...	...	...
30—Scientific Departments ...	...	11,725	11,725
31—Education ...	3,29,991	44,17,759	47,47,750
32—Medical ...	2,08,603	10,72,649	13,41,252
33—Public Health ...	36,188	4,37,153	4,73,341
34—Agriculture ...	1,66,867	12,56,189	14,23,056
35—Industries ...	29,666	2,17,651	2,47,317
37—Miscellaneous Departments ...	...	11,424	11,424
41—Civil Works ...	2,35,830	62,89,006	65,24,836
46—Stationery and Printing ...	...	16,674	16,674
47—Miscellaneous ...	...	8,05,154	8,05,154
52—Extraordinary charges ...	...	...	...
Total Transferred	10,98,558	1,55,41,877	1,66,40,435
Total Reserved	81,08,108	2,79,32,832	3,60,40,940
Grand Total of both Reserved and Transferred Heads	92,06,666	4,34,74,709	5,26,81,375
Surplus (+) or Deficit (—)	...	...	—23,52,395

the year 1921-22 to 1926-27 and estimates for 1927-28 and 1928-29.

[graph 253.]

1922-23.			1923-24.			1924-25.		
Non-voted.	Voted.	Total.	Non-voted.	Voted.	Total.	Non-voted.	Voted.	Total.
5	6	7	8	9	10	11	12	13
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
45,341	44,29,017	44,74,358	63,394	45,65,687	46,29,081	87,139	23,05,293	23,92,432
...	1,64,333	1,64,333	...	2,46,570	2,46,570	...	2,52,616	2,52,616
3,01,075	27,80,797	30,81,872	2,83,359	27,91,323	30,74,682	3,54,238	29,70,137	32,54,375
14,47,392	3,25,180	17,72,572	11,68,025	4,87,157	19,55,182	21,59,043	...	21,59,043
1,392	1,72,626	1,88,176	41,738	1,42,406	1,84,144	18,036	2,06,243	2,24,279
5,550	...	...	...	...	...	...	...	...
19,463	2,16,063	2,35,526	16,830	2,11,504	2,28,334	22,886	2,20,736	2,43,622
...
75,881	10,82,933	11,58,914	...	...	...	...	...	...
4,19,561	...	4,19,561	2,19,917	...	2,19,917	20,193	...	20,193
...	...	...	1,28,333	...	1,28,333	2,21,255	...	2,21,255
13,12,050	37,09,861	50,21,911	12,61,135	35,74,864	48,35,999	14,22,022	54,21,457	68,43,479
4,61,275	27,01,217	31,62,492	4,56,318	26,20,747	30,77,065	4,55,432	26,68,020	31,23,452
66,391	8,76,886	9,43,277	47,795	9,25,304	9,73,099	57,182	8,86,145	9,13,227
5,54,822	51,86,136	57,40,958	5,53,836	51,90,455	57,44,291	6,30,041	52,11,372	58,41,413
...	1,47,217	1,47,217	...	1,33,334	1,33,334	...	1,38,730	1,38,730
10,471	10,018	20,489	11,057	9,413	20,470	...	26,980	26,980
...	61,485	61,485	...	76,765	76,765	11,657	97,856	1,09,513
...	13,940	13,940	...	18,287	18,287	1,368	39,269	40,637
...	...	...	...	...	...	...	90	90
...	37,517	37,517	...	11,922	11,922	...	...	...
32,94,143	...	32,94,143	40,46,553	...	40,46,553	57,83,916	...	37,83,916
1,00,022	17,19,819	18,19,841	1,64,553	21,14,586	22,79,139	3,28,548	21,52,803	24,81,351
...	6,26,954	6,20,954	...	5,85,807	5,85,807	...	4,59,240	4,59,240
...	98,535	1,03,762	...	77,687	77,687	...	94,739	94,739
5,227	...	...	...	...	...	22,00,000	...	22,00,000
22,00,000	12,321	51,719	22,00,000	3,592	22,00,000	...	56,857	56,957
39,398	...	...	...	...	3,592	...	...	...
1,03,68,062	2,43,66,855	3,47,34,917	1,09,62,843	2,37,87,410	3,47,50,253	1,17,72,957	2,31,38,583	3,49,11,540
...
32,705	6,87,039	7,19,744	32,635	9,18,064	9,50,699	31,852	7,14,691	7,46,543
...	2,64,501	2,64,501	2,861	2,43,907	2,46,768	5,821	2,28,559	2,34,780
...
...	10,890	10,890	...	12,005	12,005	...	12,826	12,826
3,27,484	49,33,060	52,60,544	3,15,757	44,78,920	47,94,677	3,51,334	44,73,071	48,24,405
2,66,175	11,83,215	14,49,390	2,49,465	11,52,063	14,01,528	2,21,498	10,19,191	12,40,689
28,800	3,30,020	3,58,830	27,853	2,23,787	2,51,640	31,441	2,46,470	2,77,911
2,03,464	11,32,753	13,36,217	2,24,098	12,10,447	14,34,545	2,60,458	11,91,216	14,51,674
27,286	5,81,830	6,09,116	29,320	2,14,133	2,43,453	25,871	1,76,181	2,02,052
...	11,443	11,443	...	11,500	11,500	...	...	...
2,23,114	61,27,073	63,50,187	1,86,988	66,24,593	68,11,581	1,89,810	62,50,433	64,40,243
...	13,789	13,789	...	13,465	13,465	...	13,150	13,150
...	89,554	89,554	...	7,23,797	7,23,797	...	7,26,699	7,26,699
...
11,09,028	1,53,65,177	1,64,74,205	10,68,977	1,58,26,681	1,68,95,658	11,18,085	1,50,52,887	1,61,70,972
1,03,68,062	2,43,66,855	3,47,34,917	1,09,62,843	2,37,87,410	3,47,50,253	1,17,72,957	2,31,39,583	3,49,11,540
1,14,77,090	3,97,32,032	5,12,09,122	1,20,31,820	3,96,14,091	5,16,45,911	1,28,91,042	3,81,91,470	5,10,82,512
...	...	+25,76,133	...	...	+22,69,419	...	...	+37,80

Statement showing the Expenditure and disbursements of the Government of the Central Provinces

[Referred to in

Major head of expenditure.	1925-26.		
	Non-voted.	Voted.	Total.
1	2	3	4
	Rs.	Rs.	Rs.
<i>Reserved Heads.</i>			
2—Taxes on Income ...	...	...	...
5—Land Revenue ...	91,368	24,24,339	25,15,707
7—Stamps ...	...	2,12,885	2,12,885
8 & 8-A—Forest ...	4,04,409	33,02,932	37,04,341
14—Interest on works for which Capital Accounts are kept ...	...	22,34,029	22,34,029
15—Other Revenue expenditure financed from ordinary Revenue.	17,144	1,83,813	2,00,957
15 (i) Other revenue expenditure financed from Famine Insurance Grants.	10,111	93,098	1,03,209
16—Construction of Irrigation Works, etc.—			
(A) Financed from Famine Insurance Grant	18,864	1,98,534	2,17,398
(B) Financed from ordinary revenue	...	...	...
19—Interest on ordinary Debt	—1,58,410	...	—1,58,410
21—Reduction or Avoidance of Debt	3,13,232	...	3,13,232
22—General Administration—Reserved	14,05,728	54,94,411	69,00,139
24—Administration of Justice	5,03,333	27,51,426	32,54,759
25—Jails and Convict Settlements	49,547	8,99,589	9,49,136
26—Police	6,59,130	51,68,547	58,27,677
31—Education—Reserved	...	1,26,478	1,26,478
35—Industries—Reserved	...	27,798	27,798
37—Miscellaneous Departments	12,257	1,23,597	1,35,854
41—Civil Works	1,353	31,284	32,637
43—Famine Relief and Insurance—			
(A) Famine Relief	...	2,24,297	2,24,297
(B) Transfers to Famine Insurance Fund	33,52,227	...	33,52,227
45—Superannuation allowances and pensions	6,14,112	21,81,811	27,95,923
46—Stationery and Printing	...	5,41,228	5,41,228
47—Miscellaneous	...	97,256	97,256
51—Contributions	...	...	13,00,000
51-A—Miscellaneous Adjustments	...	25,018	25,018
Total Provincial Expenditure (Reserved).	85,91,405	2,63,42,370	3,49,33,775
<i>Transferred Heads.</i>			
6—Excise	...	...	...
9—Registration	28,458	20,74,934	21,03,392
22—General Administration—Transferred	5,451	2,10,629	2,16,080
30—Scientific Departments	...	...	...
31—Education	...	12,096	12,096
32—Medical	3,61,548	48,59,581	52,21,129
33—Public Health	2,32,829	11,74,857	14,07,686
34—Agriculture	41,765	4,21,840	4,63,605
35—Industries	2,28,258	13,38,097	15,66,355
37—Miscellaneous Departments	23,762	2,31,122	2,54,884
41—Civil Works	...	...	...
46—Stationery and Printing	2,71,377	73,47,535	76,18,912
47—Miscellaneous	...	14,953	14,935
52—Extraordinary charges	...	7,50,818	7,50,818
	...	23,408	23,408
Total Transferred	11,93,448	1,84,59,870	1,96,53,318
Total Reserved	85,91,405	2,63,42,370	3,49,33,775
Grand Total of both Reserved and Transferred Heads	97,84,853	4,48,02,240	5,45,87,093
Surplus (+) or Deficit (—)	...	...	+ 2,52,041

XIX.

from the year 1921-22 to 1926-27 and estimates for 1927-28 and 1928-29—contd.

paragraph 253.]

1926-27.			1927-28 (Revised).			1928-29 (Budget).		
Non-voted.	Voted.	Total.	Non-voted.	Voted.	Total.	Non-voted.	Voted.	Total.
5	6	7	8	9	10	11	12	13
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1,06,275	25,89,138	26,95,413	1,31,270	28,51,800	29,83,070	1,40,700	29,40,547	30,81,247
4,17,421	1,88,861	1,88,861	...	1,91,000	1,91,000	...	1,69,000	1,69,000
16,027	35,84,357	40,01,778	4,91,797	36,23,739	41,15,536	6,62,857	36,79,699	43,42,566
20,677	23,86,482	23,86,482	...	25,43,000	25,43,000	26,87,000	...	26,87,000
...	1,58,385	1,74,385	36,000	2,78,000	3,14,000	42,000	3,68,000	4,10,000
...	1,65,146	1,85,823	...	...	...	...	...	...
10,803	1,21,585	1,32,388	8,000	76,000	84,000	14,000	1,31,000	1,45,000
...
-2,82,828	...	-2,82,828	-3,57,000	...	-3,57,000	-2,38,000	...	-2,38,000
3,06,100	...	3,06,100	3,42,000	...	3,42,000	4,05,000	...	4,05,000
13,67,885	55,29,400	68,97,285	13,23,605	56,45,794	69,69,399	13,29,850	56,64,154	69,94,004
4,57,031	28,12,205	32,69,236	4,52,399	28,82,100	33,34,499	4,28,500	29,47,988	33,76,488
66,962	9,64,001	9,70,963	63,914	9,20,180	9,84,094	77,843	9,47,370	10,25,213
6,56,862	53,64,266	60,21,128	7,01,572	53,86,246	60,88,218	6,84,400	55,68,566	62,52,966
...	1,36,034	1,36,034	...	1,33,000	1,33,000	...	1,55,500	1,55,500
...	28,032	28,032	...	28,000	28,000	...	27,000	27,000
12,857	1,13,772	1,26,629	21,334	1,20,503	1,41,837	33,957	97,043	1,31,000
3,721	1,03,958	1,07,679	3,000	62,000	65,000	2,000	56,000	58,000
...	24,879	24,879	...	71,000	71,000	...	62,000	62,000
35,26,596	...	35,26,596	...	...	...	...	...	...
6,85,337	19,16,149	26,01,486	5,10,474	15,40,565	20,51,039	5,98,500	16,81,500	22,80,000
...	6,05,799	6,05,799	...	5,86,393	5,86,393	...	6,23,000	6,23,000
54,875	1,00,627	1,55,502	...	73,486	73,486	...	98,466	98,466
22,00,000	...	22,00,000	...	...	...	14,33,000	...	14,33,000
...	48,788	48,788	...	...	...	...	...	...
96,26,601	2,68,81,837	3,65,08,438	37,28,765	2,70,12,806	3,07,41,571	83,01,617	2,52,16,333	3,35,17,950
21,575	17,67,919	17,89,494	34,651	14,96,300	15,30,951	35,800	13,30,000	13,65,800
5,075	2,11,805	2,16,880	5,800	2,19,200	2,25,000	5,870	2,19,130	2,25,000
...	8,056	8,056	...	75,000	75,000	...	96,000	96,000
...	12,967	12,967	...	15,000	15,000	...	28,000	28,000
3,73,568	57,39,503	61,13,071	3,60,522	50,51,121	54,11,643	3,58,511	64,37,389	67,95,900
2,11,988	13,97,221	16,09,209	2,20,145	13,28,707	15,48,852	2,10,441	16,20,799	18,31,240
43,826	4,10,719	4,54,545	38,688	3,49,140	3,87,828	31,833	6,64,340	6,96,173
2,54,639	14,63,549	17,18,188	2,12,456	17,22,400	19,34,856	2,27,778	17,42,222	19,70,000
31,806	2,26,582	2,58,388	18,873	2,32,085	2,50,958	12,259	2,78,741	2,91,000
...
2,89,430	98,60,169	1,01,49,595	3,66,341	1,06,25,000	1,09,91,341	3,59,267	1,02,40,167	1,05,99,334
...	16,003	16,033	...	18,000	18,000	...	20,000	20,000
48,508	7,82,375	8,22,883	...	8,00,000	8,00,000	...	7,71,000	7,71,000
...	9,105	9,105	...	...	...	...	...	...
12,72,415	2,19,06,973	2,31,78,388	12,57,476	2,19,31,953	2,31,89,429	12,41,659	2,34,47,788	2,46,89,447
96,26,601	2,68,81,837	3,65,08,438	37,28,765	2,70,12,806	3,07,41,571	83,01,617	2,52,16,333	3,35,17,950
1,08,99,016	4,87,87,810	5,96,86,826	49,86,241	4,89,44,759	5,39,31,000	9,54,3,276	4,86,64,121	5,82,07,397
...	...	-67,35,856	...	...	-7,60,000	...	...	-28,42,397

APPENDIX XIX—concl'd.

Major head of disbursements.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1927-28 (Revised).	1928-29 (Budget).
1	2	3	4	5	6	7	8	9
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Total Provincial Expenditure.	5,26,81,375	5,12,09,122	5,16,45,911	5,10,82,512	5,45,87,093	5,96,86,826	5,39,31,000	5,82,07,397
<i>Capital Account.</i>								
52-A.—Forest Capital Outlay.	...	95,129	1,15,482	1,25,584	11,18,472	7,53,935	1,68,000	80,000
55.—Construction of Irrigation Works.	15,50,080	17,40,000	23,11,979	25,55,532	27,10,387	25,74,109	26,46,000	22,56,000
60-A.—Capital Outlay on Stationery and Printing.	...	...	1,60,821	...	...	...	...	...
60-B.—Com m u t e d value of Pensions.	...	...	..	...	...	4,71,733	7,88,000	8,00,000
Total Capital Outlay.	15,50,080	18,35,129	25,88,282	26,81,116	38,28,859	37,99,777	35,02,000	31,36,000
<i>Debt Heads.</i>								
Deposits and Advances.	...	...	...	...	...	...	...	...
P.—Famine Insurance Fund.	3,235	4,71,496	3,98,402	2,96,023	4,49,773	10,15,131	37,97,000	23,31,000
Depreciation Fund for Government Presses.	...	...	...	...	17,547	18,615	19,000	20,000
R.—Loans and Advances by Provincial Government.	90,84,647	4,69,722	2,74,508	2,40,653	20,83,903	6,88,708	10,07,000	5,84,000
S.—Advances from Provincial Loans Fund and Government of India.	4,62,056	42,59,556	5,90,389	28,42,821	24,88,156	8,05,439	11,56,000	9,87,000
Total Deposits and Advances.	95,49,938	52,00,774	12,63,299	33,79,497	50,39,379	25,27,893	59,79,000	39,22,000
Total Expenditure and Disbursements.	6,37,81,393	5,82,45,025	5,54,97,492	5,71,43,125	6,34,55,331	6,60,14,496	6,35,12,000	6,52,65,397
Closing Balance	Ordinary	33,409	46,98,589	1,00,16,334	1,31,12,666	77,86,857	10,158	47,30,000
	Famine Insurance Fund.	...	30,63,715	72,27,283	1,13,62,066	1,51,48,740	1,87,39,404	1,71,67,000
GRAND TOTAL	...	6,38,14,802	6,60,07,329	7,27,41,109	8,16,17,857	8,47,64,058	8,61,44,000	8,39,35,000

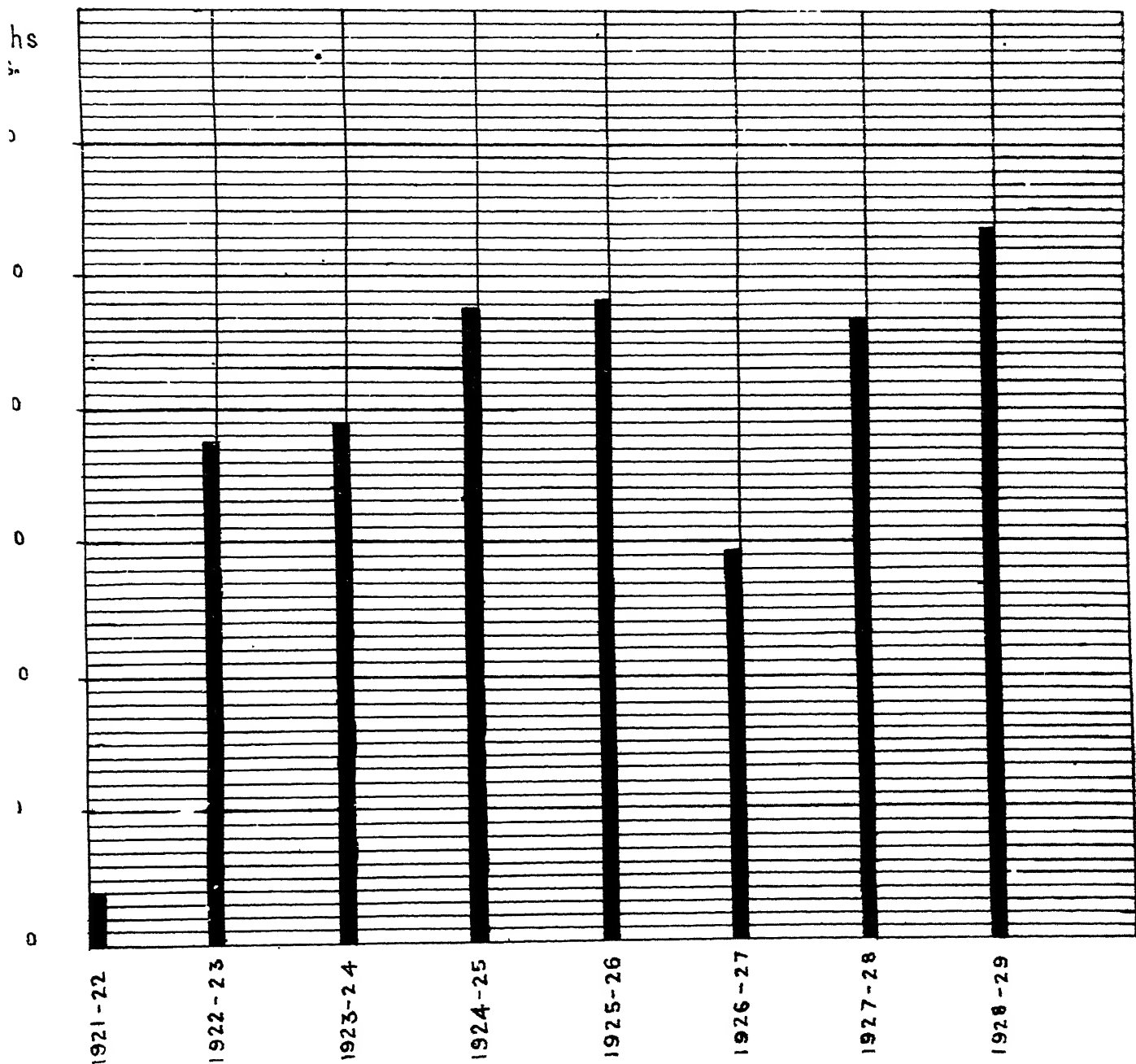
APPENDIX XX

(Referred to in paragraph 253)

Diagram showing the
Total Provincial Revenue
of the C.P. Govt.

From 1921-22 to 1928-29

Scale { Minor Division represents Rs. 1 lakh.
Major " " " Rs. 10 lakhs.



APPENDIX XXV.

APPENDIX XXV.

Statement showing the growth of revenue during the eight years from 1921-22 to 1928-29.

[Referred to in paragraph 253.]

Head of account.	Accounts.					Variations from 1921-22 to 1926-27 Increase (+) Decrease (-).	Revised Estimate for 1927-28.	Budget Estimate for 1928-29.	Variations from 1921-22 to 1928-29 Increase (+) Decrease (-).
	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.			
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Land Revenue	2,64,92,414	2,55,44,664	2,38,43,949	2,25,72,027	2,21,38,010	2,32,87,682	2,45,55,000	2,38,20,000	-26,72,414
Excise	1,04,90,212	1,25,74,984	1,30,73,000	1,50,43,703	1,56,57,415	1,35,45,189	1,25,60,000	1,30,07,000	+25,16,788
Stamps	50,21,563	58,25,252	67,27,651	68,34,340	71,05,191	61,45,040	65,47,000	66,46,000	+16,24,437
Forest	41,33,693	47,06,979	51,04,930	52,32,632	49,87,409	53,21,376	53,50,000	57,95,000	+16,61,307
Registration	6,44,252	6,82,849	6,61,817	6,68,535	6,66,047	6,47,515	6,51,000	6,68,000	+23,748
Other heads	35,46,846	44,50,527	45,03,983	44,29,930	42,85,062	40,04,168	50,28,000	54,29,000	+18,82,154
Total	5,03,28,980	5,37,85,255	5,39,15,330	5,47,91,167	5,48,39,134	5,29,50,970	5,46,91,000	5,53,65,000	+50,36,020

APPENDIX XXVI.

Statement showing the growth of expenditure during the eight years from 1921-22 to 1928-29.

[Referred to in paragraph 253.]

(The figures are in thousands of rupees.)

Class of Expenditure.	Accounts.						Variations from 1921-22 to 1926-27. Increase (+) Decrease (-).	Revised Estimate, 1927-28.	Budget Estimate, 1928-29.	Variations from 1921-22 to 1928-29. Increase (+) Decrease (-).
	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.				
1	2	3	4	5	6	7	8	9	10	11
(1) Pay of Officers	82.02	82.20	79.62	81.84	82.79	82.12	+ 10	83.70	83.22	+ 1.20
(2) Pay of Establishment	1,34.23	1,41.83	1,46.34	1,38.27	1,39.87	1,43.94	+ 9.71	1,47.56	1,52.53	+18.30
(3) Travelling allowance	20.54	18.36	18.71	20.00	22.69	25.49	+ 4.95	25.12	25.65	+ 5.11
(4) Allowances excluding Travelling allowance.	35.74	34.61	25.97	33.36	35.29	36.73	+ 99	37.31	38.47	+ 2.73
(5) Contingencies	49.30	46.21	51.85	45.84	47.32	49.69	+ 39	53.20	60.61	+11.31
(6) Grants-in-aid—										
(a) Education	18.52	24.05	19.31	18.90	22.32	29.86	+11.34	22.28	30.37	+11.85
(b) Medical	1.76	2.83	3.00	3.09	4.00	5.68	+3.92	4.78	6.50	+4.74
(c) Public Health	2.22	78	49	45	2.27	2.07	- 15	1.62	3.52	+1.30
(d) Roads and Bridges	6.91	9.62	7.17	8.25	11.03	17.12	+10.21	17.26	18.87	+11.16
(e) Miscellaneous	7.97	84	7.17	7.16	7.45	7.69	- 28	7.98	7.66	- 31
(f) Other heads	21	32	27	21	27	39	+ 18	34	56	+ 35
(7) Works—										
(a) Irrigation	30.49	26.55	21.79	24.15	26.35	27.26	-3.23	28.35	24.94	-5.55
(b) Civil Works	43.21	40.19	48.06	43.38	52.46	72.39	+29.18	79.37	74.58	+31.29
(c) Forest	8.39	10.72	10.25	10.80	13.95	16.27	+7.88	16.81	18.53	+10.14
(d) Agriculture	...	...	3	...	...	...	...	...	...	...
(8) Debt Services—										
(a) Interest	3.95	4.20	2.20	20	-1.58	-2.83	-6.78	-3.57	-2.38	-6.33
(b) Repayment of loans	...	...	1.28	2.21	3.13	3.06	+3.06	3.42	4.05	+4.85
(9) Pensions	16.68	18.20	22.79	24.81	27.96	26.01	+9.33	28.51	22.80	+6.12
(10) Other items	65.13	50.83	50.32	48.09	48.51	54.07	-11.06	-6.49	12.61	-52.82
(11) Recoveries taken as deduction from charges.	-46	-25	-16	-18	-21	-14	+22	-24	-14	+32
Total	5,26.81	5,12.09	5,16.46	5,10.83	5,45.87	5,96.87	+70.86	5,39.31	5,82.87	+55.26

APPENDIX XXVII.

Statement showing the progressive utilization of the annual assignments of the Famine Insurance Fund and of the balances thereof from the 1st April 1921 to 31st March 1929.

[Referred to in paragraph 262.]

Details.	1921-22 to 1923-24.	1924-25.	1925-26.	1926-27.	1927-28 (Revised Estimate).	1928-29 (Budget Estimate).
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1. Opening balance ...	...	72,27,282	1,13,62,066	1,51,48,740	1,87,39,404	1,79,01,404
2. Annual assignment for Famine Insurance ...	1,41,78,000	47,26,000	47,26,000	47,26,000	...	...
3. Deduct—Expenditure from the Famine Insurance assignment on—						
(a) Protective Irrigation Works (15-1) Other Revenue Expenditure ...	4,63,861	2,43,622	1,03,209	1,85,823	...	...
(b) Other Protective Irrigation Works (16.—Construction of Irrigation Works).	19,31,428	...	2,17,398	1,32,388	...	...
(c) 19.—Interest on debt incurred on Protective Irrigation Works.	3,18,456	4,80,606	5,22,769	5,50,214	...	...
(d) 21.—Reduction or Avoidance of debt for Protective Irrigation Works.	1,20,735	2,17,766	3,06,100	3,06,100	...	...
(e) 43-A.—Famine Relief ...	40,02,825	90	2,24,297	24,879	...	...
4. Unexpended balance of the assignment transferred to the Famine Insurance Fund (43-B.—Transfers to Famine Insurance Fund).	73,40,695	37,83,916	33,52,227	35,26,596	...	...
Other additions to the Famine Insurance Fund.						
5. Recoveries of famine expenditure ...	85,704	4,957	1,397	10,623	10,000	34,000
6. Interest on balances of the fund ...	1,40,524	3,41,121	5,05,665	5,51,085	6,67,000	6,39,300
7. Repayment of principal of taccavi loans ...	5,03,867	2,73,166	3,43,634	4,74,584	21,40,000	8,48,700
8. Interest on taccavi loans ...	29,625	27,646	33,524	42,907	1,42,000	74,000
9. Total receipts (including opening balance and unexpended balance of the assignment transferred).	81,00,415	1,16,58,088	1,55,98,513	1,97,54,535	2,16,93,404	1,94,97,404
Withdrawals from the fund.						
10. For Irrigation Works (16-A) ...	...	...	...	...	84,000	1,45,000
11. For Famine Expenditure (43-A) ...	3,235	...	...	...	71,000	62,000
12. For repayment of loans taken for Irrigation Works (21.—Reduction, etc.).	...	...	...	...	3,42,000	4,05,000
13. For interest on loans for Irrigation Works (19.—Interest, etc.).	...	...	...	...	6,75,000	8,69,000
14. For the grant of taccavi loans ...	8,69,898	2,96,022	4,49,113	10,15,131	26,25,000	8,50,000
15. Closing balance ...	72,27,282	1,13,62,066	1,51,48,704	1,87,39,404	1,79,01,404	1,71,66,404

APPENDIX XXV.A.

Statement showing the transactions under the head Loans and advances by Provincial Government from the year 1921-22 to 1928-29.

(The figures are in thousands of rupees.)

[Referred to in paragraph 263.]

Details.	Open- ing balance on 1st April 1921.	Advances made.								Total ad- vances includ- ing opening balance.	Recoveries effected.							Balance on 31st March 1929.		
		Accounts.							Revised Estimate 1927-28. 1928-29.		Accounts						Revised Estimate 1927-28. 1928-29.		Total recovery.	
		1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.	1921-22.			1922-23.	1923-24.	1924-25.	1925-26.	1926-27.					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Class I.—Advances to culti- vators—																				
1. Under the Land Improvement Loans Act.	39.09	8.84	1.41	1.66	1.83	2.13	3.17	7.50	3.50	69.16	5.09	12.03	11.64	8.48	5.65	4.21	4.71	4.27	56.08	13.08
2. Under the Agricul- tural Loans Act.	21.48	60.53	6.33	4.08	2.96	4.47	10.16	26.2	8.50	1,44.76	24.98	38.86	17.20	8.90	4.71	4.92	21.50	8.49	1,29.56	15.20
3. Under the Co-opera- tive Societies Act.	...	11.72	38	...	...	...	...	...	...	12.12	4.06	3.85	2.87	1.07	32	—5	...	...	12.12	...
4. Advances to Aided Works.	58	...	3	...	—33	...	...	...	...	28	7	14	7	...	...	...	...	...	28	...
5. Forest revenue ad- vances.	...	86	92	94	9	1.17	1.16	1.23	1.34	8.52	...	1.04	1.02	92	91	1.02	1.43	1.41	7.75	77
Class III.—Loans to Land- holders and notabilities—	1,20	...	...	...	...	13.00	...	...	...	14.20	1	14	61	7	...	10	2.90	20	4.03	10,17
Class IV.—Loans to Mutual Municipalities—	27.25	1,90	29	5	...	4.55	2.85	1.29	1.00	38.88	1.62	2.10	1.59	2.08	1.64	1.87	1.68	1.57	14.15	24.73
Loans to district and other local funds.	...	...	...	...	...	...	...	5	...	5	...	...	...	...	...	...	5	...	5	...
Class V.—Miscellaneous Loans and Advances—																				
Advances to Weavers ...	2,10	7,00	2	...	...	...	...	...	...	9.12	72	76	1.13	4.02	2.19	...	...	...	9.12	...
Total ...	91,70	90.85	9.41	6.73	5.36	25.34	17.04	26.32	14.34	2,97.09	36.55	58.92	30.13	25.54	15.42	12.07	32.27	15.94	2,33.14	63.95
Deduct—Transactions relating to Famine Insurance Fund.	...	...	4.71	—3.99	—2.96	—4.50	—10.15	—26.25	—8.50	61.06	...	—1.64	—3.40	—2.73	—3.44	—4.75	—21.40	—8.49	45.85	15.1
Net total ...	91,70	96.85	4.70	2.74	2.40	20.84	6.89	10.07	5.84	2,36.03	36.55	57.28	33.03	22.81	11.98	7.32	10.81	7.45	1,87.29	48.74

APPENDIX XXIX.

Statement showing the advances taken by the Central Provinces Government from the Provincial Loans Fund of the Government of India and the repayments made from 1921-22 to 1928-29.

(The figures are in thousands of rupees.)

[Referred to in paragraph 264.]

Particulars of Advances.	Advances taken from the Government of India and the Provincial Loans Fund.										Repayments made				Balance on 31st March 1929.
	Accounts.						Revised Estimate 1927-28.	Budget Estimate 1928-29.	Total receipts.	From 1921-22 to 1926-27.	Revised Estimate 1927-28.	Budget Estimate 1928-29.	Total repayments.		
	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.									
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
2. Advances of the Provincial Loan Account for 31st March 1921, treated as an advance, vide Devolution Rule 23.	92.41	...	...	...	...	...	...	...	92.41	62	4.62	4.62	71.92	28.49
3. Advances for Co-operative Societies	11.73	...	...	...	...	...	...	...	11.73	11.73	...	...	11.73	...
4. Advances for Irrigation Capital expenditure.	15.50	23.00	26.83	26.50	...	25.00	42.35	22.56	1,81.74	9.58	3.42	405	17.05	1,64.69	
5. Advances for Forest Capital expenditure.	...	...	2.12	...	13.00	4.00	4.81	...	23.93	2.49	52	69	3.70	20.23
6. Advances for Capital outlay on Stationery and Printing.	...	...	1.75	...	...	...	...	...	1.75	1.75	...	...	1.75	...
7. Advances for Provincial Loans and Advances.	20.00	...	...	...	...	...	34.35	1.00	55.35	20.00	...	51	20.51	34.84
8. Advances to cover the Provincial overdraft.	...	...	...	...	...	3.00	...	...	3.00	...	3.00	...	3.00	...
9. Advances for payment of commuted value of pensions.	...	...	...	...	...	...	...	8.00	8.00	...	...	...	...	8.00
Total	47.23	23.00	30.20	26.50	13.00	32.00	81.51	31.56	2,85.50	45.55	6.94	5.25	57.74	2,27.76	
GRAND TOTAL	1,39.64	23.00	30.70	26.50	13.00	32.00	81.51	31.56	3,77.91	1,08.23	11.56	9.87	1,29.66	2,48.25	